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Ouvrer pour que les  
populations rurales pauvres  
se libèrent de la pauvreté

## République du Rwanda

### Programme d'options stratégiques pour le pays

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Pour: **Examen**

## Table des matières

<b>Sigles et acronymes</b>	<b>iii</b>
<b>Carte du pays indiquant les zones d'intervention du FIDA</b>	<b>iv</b>
<b>Résumé de la stratégie pour le pays</b>	<b>v</b>
<b>I. Introduction</b>	<b>1</b>
<b>II. Le contexte du pays</b>	<b>1</b>
A. Économie, agriculture et pauvreté rurale	1
B. Politiques, stratégies et contexte institutionnel	4
<b>III. Enseignements tirés de l'expérience du FIDA dans le pays</b>	<b>6</b>
A. Résultats, impact et performance des opérations antérieures	6
B. Enseignements tirés	6
<b>IV. Cadre stratégique du FIDA pour le pays</b>	<b>7</b>
A. Avantage comparatif du FIDA	7
B. Objectifs stratégiques	8
C. Perspectives d'innovation et de reproduction à plus grande échelle	9
D. Stratégie de ciblage	10
E. Articulation au niveau des politiques	10
<b>V. Gestion du programme</b>	<b>11</b>
A. Gestion du COSOP et suivi des résultats	11
B. Gestion du programme de pays	11
C. Partenariats	12
D. Gestion des savoirs et communication	12
E. Cadre de financement SAFP	13
F. Risques et gestion des risques	13
<b>Appendices</b>	
I. COSOP consultation process (Processus de consultation pour l'élaboration du COSOP)	1
II. Country economic background (Situation économique du pays)	9
III. COSOP results management framework 2013-2018 (Cadre de gestion des résultats du COSOP 2013-2018)	10
IV. Previous COSOP results management framework (Cadre de gestion des résultats du précédent COSOP)	12
V. CPE agreement at completion point (Accord conclusif de l'EPP)	13
VI. PBAS scores and annual allocation (Notes du SAFP et allocation annuelle)	21
VII. Ongoing portfolio and pipeline development during COSOP period (Portefeuille en cours et développement de la réserve de projets au cours de la période couverte par le COSOP)	22

**Dossiers clés**

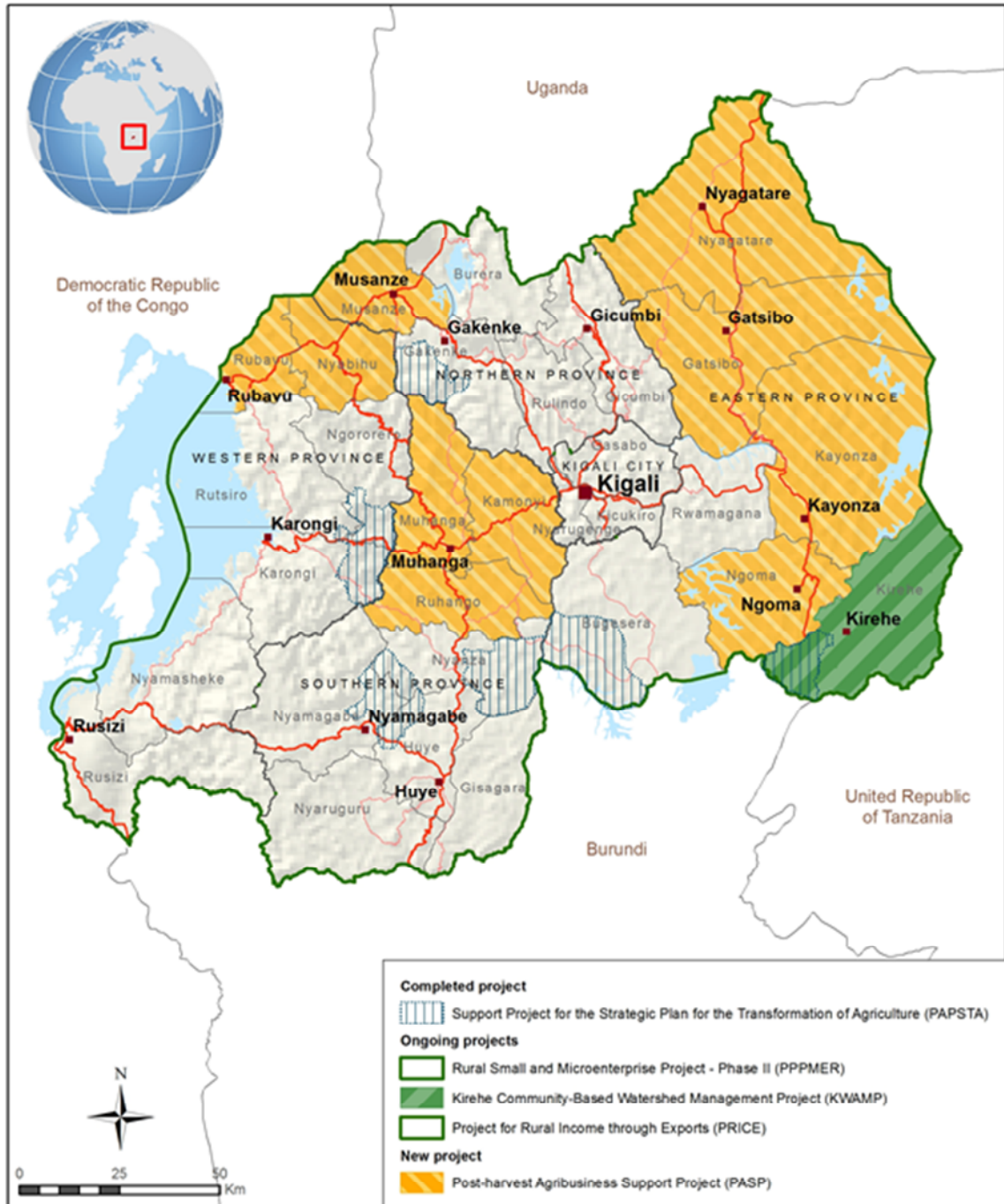
Dossier clé 1: Rural poverty and agricultural/rural sector issues (Pauvreté rurale et secteur agricole et rural)	29
Dossier clé 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT] analysis) (Matrice des organisations [analyse des forces, faiblesses, possibilités et menaces])	32
Dossier clé 3: Complementary donor initiative/partnership potential (Initiatives complémentaires d'autres donateurs/possibilités de partenariat)	35
Dossier clé 4: Target group identification, priority issues and potential response (Identification du groupe cible, questions prioritaires et options envisageables)	38

## Sigles et acronymes

ASAP	Programme d'adaptation de l'agriculture paysanne
CIP	Programme d'intensification agricole
COSOP	Programme d'options stratégiques pour le pays
EDPRS	Stratégie de développement économique et de réduction de la pauvreté
EPP	Évaluation du programme de pays
FAO	Organisation des Nations Unies pour l'alimentation et l'agriculture
KWAMP	Projet de gestion communautaire des bassins versants de Kirehe
MINAGRI	Ministère de l'agriculture et des ressources animales
MINALOC	Ministère de l'administration locale
MINECOFIN	Ministère des finances et de la planification économique
NCCLCD	Stratégie nationale du Rwanda de lutte contre les changements climatiques et de développement à faible émission de carbone
PAPSTA	Projet d'appui au Plan stratégique de transformation de l'agriculture
PASP	Projet d'appui aux activités après-récolte et aux entreprises agroalimentaires
PPPMER	Projet de promotion des petites entreprises et des microentreprises rurales
PRICE	Projet d'amélioration des revenus ruraux grâce aux exportations
PSTA	Plan stratégique de transformation de l'agriculture
RCA	Agence rwandaise des coopératives
SAFP	Système d'allocation fondé sur la performance
SPIU	Unité unique d'exécution du projet

## Carte du pays indiquant les zones d'intervention du FIDA

**Rwanda**  
 IFAD-funded ongoing operations  
 COSOP



**Source:** FIDA; 19/04/2013.

Les appellations figurant sur cette carte et sa représentation graphique ne constituent en aucun cas une prise de position du FIDA quant au tracé des frontières ou limites, ou aux autorités de tutelle des territoires considérés.



## Résumé de la stratégie pour le pays

1. Le nouveau programme d'options stratégiques pour le pays axé sur les résultats (COSOP) a été élaboré dans le même temps où le gouvernement formulait sa Stratégie de développement économique et de réduction de la pauvreté – Phase II (2013-2018) et son Plan stratégique de transformation de l'agriculture – Phase III (2013-2017). Grâce à cette concordance temporelle, la formulation du COSOP a pu être insérée dans les objectifs de développement à long terme du pays, et les programmes de pays en cours et futurs du FIDA seront pleinement alignés sur le programme d'investissement et le cadre d'action du gouvernement.
2. L'objectif d'ensemble du COSOP est de réduire la pauvreté en autonomisant les ruraux pauvres, hommes et femmes, afin qu'ils participent activement à la transformation du secteur de l'agriculture et du développement rural, et en réduisant la vulnérabilité au changement climatique.
3. Le FIDA concentrera sa coopération sur trois domaines offrant de bonnes perspectives de reproduction à plus grande échelle: i) développement par zones, avec notamment la gestion intégrée des bassins versants, l'irrigation collinaire et des terres marécageuses, et l'intensification de la production végétale et animale; ii) filières d'exportation et activités post-récolte résilientes face au climat et développement des industries agroalimentaires; et iii) nutrition et inclusion sociale et économique des populations les plus vulnérables, et notamment autonomisation des femmes.
4. L'exécution du COSOP s'étendra sur deux cycles du Système d'allocation fondé sur la performance (SAFP) du FIDA, 2013-2015 et 2016-2018. Sur la base des chiffres SAFP actuels, on estime à 90-95 millions d'USD les fonds du FIDA disponibles pour l'ensemble de la période, y compris le financement au titre du Programme d'adaptation de l'agriculture paysanne.
5. Le FIDA associera de manière proactive les partenaires du développement désireux de cofinancer ses opérations au Rwanda, en vue d'accroître la portée et l'impact de son programme de pays et de la stratégie à long terme de reproduction à plus grande échelle, mais c'est le gouvernement qui pilotera ce processus en fonction de ses priorités et buts nationaux propres. La participation de la Banque mondiale, de l'Union européenne et d'autres partenaires du développement disposant de services financiers, techniques et consultatifs plus importants et complémentaires aidera le FIDA à démultiplier l'effet de ses ressources, plus limitées, pour atteindre l'échelle souhaitée pour son intervention. Des partenariats sont envisagés avec l'Organisation des Nations Unies pour l'alimentation et l'agriculture et avec le Programme alimentaire mondial pour la conduite d'activités dans les zones où des projets appuyés par le FIDA sont en cours d'exécution afin de tirer parti d'éventuelles synergies et de structures de réalisation de projet déjà constituées.

# République du Rwanda

## Programme d'options stratégiques pour le pays

### I. Introduction

1. Le Bureau indépendant de l'évaluation du FIDA (IOE) a conduit, en 2012, une évaluation du programme de pays (EPP) portant sur les opérations appuyées par le FIDA au Rwanda au cours de la décennie précédente. Le présent programme d'options stratégiques pour le pays axé sur les résultats (COSOP) fait fond sur les recommandations de l'EPP et décrit les accords conclus avec le Gouvernement rwandais à propos du programme de pays du FIDA pour la période 2013-2018, qui correspond aux deux prochains cycles du Système d'allocation fondé sur la performance (SAFP) du FIDA.
2. La formulation du COSOP a été entreprise en partenariat avec le Centre d'investissement de l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO) et a comporté des consultations approfondies avec les ministères clés, la société civile et les partenaires du développement concernés (voir appendice I). La détermination des domaines d'engagement du FIDA s'est faite sur la base de l'avantage comparatif du Fonds et des orientations claires fournies par la politique générale du gouvernement, telle qu'elle est énoncée dans la Stratégie de développement économique et de réduction de la pauvreté – Phase II (EDPRS-II) et le Plan stratégique de transformation de l'agriculture – Phase III (PSTA-III).

### II. Le contexte du pays

#### A. Économie, agriculture et pauvreté rurale

##### Situation économique générale

3. Le Rwanda est un petit pays enclavé, disposant de peu de ressources naturelles et d'une petite industrie extractive. La population totale, dont le taux de croissance a été de 2,6% au cours des dix dernières années, compte 10,5 millions d'habitants, avec une densité de 416 habitants au kilomètre carré (2012), la plus forte de toute l'Afrique. À partir d'un point de départ tragiquement bas en 1994, le Rwanda a obtenu, en deux décennies, des résultats extraordinaires. Grâce à la forte croissance économique des dix dernières années, la pauvreté a reculé, passant de 57% en 2005 à 45% en 2011, mais elle demeure élevée dans les zones rurales.
4. Selon la récente Mise à jour de la Banque mondiale sur la situation économique au Rwanda (2013), l'accroissement de la productivité agricole a constitué le principal moteur de la croissance et de la réduction de la pauvreté. Au cours de la décennie écoulée, environ 45% de la baisse du niveau de pauvreté pouvait être attribuée à l'augmentation de la production agricole et à une commercialisation accrue, mise en évidence par la proportion croissante des récoltes vendue sur les marchés locaux. Le Rwanda demeure néanmoins au 167<sup>e</sup> rang sur 186 pays dans l'indice de développement humain 2012 et au 76<sup>e</sup> rang sur 148 pays dans l'indice d'inégalité de genre.
5. Le PIB du Rwanda a connu une croissance moyenne annuelle de 8% au cours des 20 dernières années, et le PIB par habitant a atteint 644 USD en 2012 (il était de 479 USD en 2008). Durant la période de la première EDPRS (2008-2012), le pays a réalisé des taux de croissance robustes dans tous les secteurs. Il existe toutefois une variabilité climatique qui, si on n'y trouve pas de parage, fera peser des coûts économiques significatifs sur cette croissance. Une étude réalisée en 2009 par l'Institut de Stockholm pour l'environnement a estimé que l'adaptation au changement climatique coûtera au Rwanda, d'ici à 2030, de 50 à 300 millions d'USD par an.

6. La bonne performance du Rwanda est impulsée par des politiques macroéconomiques stables et axées sur le marché, des cadres réglementaires améliorés et des relations relativement transparentes avec le secteur privé. Une énergique politique anticorruption a accru la confiance du monde des affaires. Cette croissance a toutefois eu des effets inférieurs aux attentes sur les couches les plus pauvres de la population, comme l'a montré le coefficient de Gini au cours de la dernière décennie.
7. Les dépenses publiques consacrées à l'agriculture ont régulièrement augmenté au cours des quatre dernières années; la hausse moyenne annuelle, de 10%, correspond à près de 6% du budget national total. Elles demeurent toutefois faibles si on les compare à la cible fixée par le Programme détaillé pour le développement de l'agriculture africaine (PDDAA), qui est de faire en sorte que la part de l'agriculture atteigne 10% du budget annuel. Avec une moyenne de 5,5%, le Rwanda progresse vers l'un des objectifs du PDDAA, qui est de parvenir à un taux annuel de croissance agricole de 6% d'ici à 2015. Le budget du pays dépend toutefois dans une large mesure de l'aide étrangère (40% du budget national). Il y a là un risque potentiel pour la stabilité et la durabilité des investissements publics.

### **Agriculture et pauvreté rurale**

8. L'agriculture est considérée, dans l'EDPRS-II, comme un secteur prioritaire, capable à la fois de stimuler la croissance économique et de contribuer de façon significative à la réduction de la pauvreté. Le gouvernement a pour objectif le passage d'une agriculture de subsistance à une production commerciale, et de produits de faible valeur à des produits de valeur élevée. Les principales cultures vivrières sont le sorgho pluvial, la banane, les haricots, la patate douce et le manioc, mais d'autres cultures sont devenues importantes pour les petits exploitants: maïs, riz, pomme de terre, fruits et légumes. Le thé et le café sont de loin les principales cultures d'exportation traditionnelles, fournissant 70% des recettes d'exportations agricoles.
9. La croissance soutenue du secteur de l'agriculture a eu pour moteur les investissements publics clés réalisés dans plusieurs domaines: consolidation de l'utilisation des terres, irrigation, conservation du sol et de l'eau, accès aux intrants, augmentation du bétail et renforcement du capital social par le biais du développement des coopératives. L'intensification durable des systèmes de production est aussi une priorité gouvernementale, de même que la création d'emplois non agricoles pour soutenir de nouvelles formes de moyens de subsistance et la mobilité économique hors de la production primaire.
10. **Pauvreté rurale et malnutrition.** Le taux de pauvreté est estimé à 45% au niveau national. L'extrême pauvreté a reculé, passant de 40% en 2000 à 24% en 2011. Les améliorations les plus sensibles sont intervenues dans les provinces du Nord et de l'Est, tandis que celles de l'Ouest et du Sud connaissent encore les taux de pauvreté les plus élevés – 56 et 48%, respectivement. Malgré ces réalisations, la prévalence de la malnutrition chronique (retard de croissance) chez les enfants de moins de 5 ans demeure très élevée (43%).
11. La superficie moyenne dont disposent les petits exploitants est de 0,59 hectare, ce qui restreint très sérieusement la capacité de la population rurale de se libérer de la pauvreté. Les ménages les plus pauvres ne possèdent généralement pas de terres, ou alors une très petite superficie (35% ont moins de 0,2 hectare), sont peu alphabétisés et n'ont que peu accès aux services. Les ménages souffrant d'insécurité alimentaire ont généralement à leur tête une femme, une personne âgée et/ou sans instruction. Au cours des cinq dernières années, la pauvreté a reculé dans presque toutes les catégories, en particulier parmi les personnes qui dépendent de salaires non agricoles, d'emplois indépendants ou de transferts et, dans une moindre mesure, parmi celles qui dépendent de l'agriculture ou d'un travail agricole salarié.



12. **Intensification de la production agricole.** Le Programme d'intensification agricole (CIP) est un programme phare mis en œuvre depuis 2007 par le Ministère de l'agriculture et des ressources animales (MINAGRI). Il a notamment pour but de faciliter l'accès à des semences et des engrais améliorés, de consolider l'utilisation des terres, de fournir des services consultatifs et d'améliorer les installations de manutention et d'entreposage après-récolte. Grâce à ces interventions, la production totale de maïs, de blé et de manioc a triplé entre 2007 et 2011, celle de haricots a doublé, et celle de riz et de pommes de terre a augmenté de 30%. Le CIP devra à l'avenir relever d'autres défis: accroître l'efficacité des intrants agricoles utilisés, renoncer progressivement aux subventions aux intrants sans pour autant réduire leur utilisation et la productivité agricole, minimiser les pertes pendant et après la récolte dans un contexte de variabilité croissante du climat, et renforcer les liaisons des petits exploitants avec les marchés et avec les services d'information.
13. **Élevage et intégration cultures-élevage.** Le bétail, et en particulier le bétail laitier, a traditionnellement fait partie intégrante des systèmes de production au Rwanda. Divers systèmes de production coexistent, des systèmes agropastoraux extensifs de la province orientale, où sont concentrés plus de 40% des troupeaux, aux systèmes intégrés cultures-élevage. Durant la période du génocide, 80% du bétail et 90% des petits ruminants ont été décimés, mais le repeuplement a bénéficié d'un soutien actif au cours de la décennie écoulée, et le nombre de têtes a pratiquement retrouvé son niveau de 1994.
14. Le programme "une vache par famille pauvre" (*girinka*) a pour but de distribuer du bétail aux ménages pauvres; il a réussi à accroître les revenus ruraux et à augmenter la production laitière, qui est passée de 50 000 tonnes en 2000 à 450 000 tonnes en 2012. Cette production étant une activité principalement féminine, les petites exploitations laitières ont efficacement permis d'autonomiser les femmes dans les zones rurales. Ce secteur est toutefois, du point de vue de la production, vulnérable au changement climatique, car l'eau nécessaire à la production de fourrage se raréfie dans certaines régions, et les fluctuations des températures exigent des changements dans les systèmes d'alimentation animale à base de fourrage et rendent plus compliqués la bonne conservation et le refroidissement du lait dans la filière d'approvisionnement jusqu'aux consommateurs.
15. **Organisations paysannes et coopératives.** Il a existé au Rwanda toute une gamme de formes traditionnelles de groupes d'auto-assistance, dont certaines ont survécu à ce jour. Le gouvernement a appuyé la transformation de ces systèmes traditionnels de solidarité et d'assistance mutuelle en structures de développement à orientation économique, comme les coopératives. Cet effort s'est traduit par une augmentation du nombre de coopératives, qui est passé d'environ 900 en 2005 à 4 987 coopératives enregistrées en 2012. Elles se regroupent habituellement sur la base de produits de base, ce qui offre un grand potentiel, notamment sur les marchés du riz, du thé, du café, de la pomme de terre, du manioc et du maïs. L'Agence rwandaise des coopératives (RCA) joue un rôle de supervision, mais elle participe aussi au renforcement des capacités administratives et de gestion des coopératives.
16. **Pertes après-récolte.** Les pertes après-récolte sont l'une des plus importantes sources d'inefficience dans la production agricole au Rwanda. À l'heure actuelle, les pertes de produits de base clés représentent environ 30% des quantités récoltées. Il est donc urgent d'améliorer la manutention et l'infrastructure après-récolte (récolte, nettoyage, séchage et entreposage), et l'accès des petits exploitants aux marchés. Du fait du changement climatique et des systèmes de double campagne encouragés dans le cadre du CIP (voire de triple campagne dans certaines zones), la récolte s'effectue désormais au cours d'une période de l'année plus humide, de sorte que les paysans ne peuvent plus s'en remettre au soleil pour sécher les

céréales jusqu'à des niveaux d'humidité permettant un entreposage sans risque. Il est nécessaire de mieux comprendre comment les conditions agrométéorologiques actuelles et futures influent sur les activités de récolte et après-récolte, afin de garantir que l'infrastructure rurale et les investissements connexes seront résilients face à cette évolution des modèles climatiques.

17. **Accès aux services financiers.** Le manque d'accès au financement est un obstacle sérieux à un développement économique et social équitable au Rwanda. Le gouvernement a consenti d'importants efforts pour améliorer l'accès aux services financiers et leur qualité, et pour supprimer les obstacles. Il a notamment, à cet effet, approuvé et mis en œuvre des stratégies sectorielles; appuyé le renforcement des capacités des institutions de microfinancement (IMF) et des coopératives d'épargne et de crédit (CEC); et harmonisé l'appui gouvernemental grâce à la création du Fonds de développement des entreprises (BDF).
18. **Femmes rurales.** La participation accrue des femmes au sein de la société constitue un objectif national ambitieux et un indicateur de l'engagement du Rwanda en faveur de leur autonomisation. Selon les estimations, les femmes représentent 56% des membres du Parlement et un tiers des membres du gouvernement. Malgré ces résultats, 62% des ménages ayant une femme à leur tête demeurent sous le seuil de pauvreté, contre 54% des ménages dirigés par un homme. Les femmes pauvres peuvent souffrir de discrimination et tomber dans un cercle vicieux caractérisé par l'insuffisance des soins de santé et de l'éducation et par l'ignorance de leurs droits juridiques.
19. **Jeunesse et emploi hors exploitation.** Le nombre de personnes âgées de 16 ans et plus est passé d'environ 4,1 millions en 2001 à 5,9 millions en 2011, soit une augmentation de quelque 1,8 million d'adultes. La majorité des nouveaux emplois non agricoles ont été créés dans des petites entreprises et des microentreprises du secteur informel. L'objectif du gouvernement est de créer 200 000 emplois par an. Compte tenu des contraintes foncières, offrir suffisamment de possibilités d'emploi à ces jeunes sans accès aux ressources productives constitue un défi de premier plan pour le pays.
20. **Environnement et changement climatique.** Le Rwanda présente une grande vulnérabilité au changement climatique, dans la mesure où il dépend de l'agriculture pluviale pour soutenir les moyens de subsistance en milieu rural et les exportations. Cette fragilité est déjà confirmée par la fréquence des événements climatiques extrêmes, provoquant de sérieux effets socioéconomiques et réduisant la croissance économique dans plusieurs régions. Selon le Programme d'action national d'adaptation aux changements climatiques (PANA), les effets des inondations et des sécheresses récentes associées aux phénomènes El Niño et La Niña sont aggravés par le changement climatique et les médiocres conditions environnementales qui règnent dans le pays. Les scénarios de modélisation du climat font apparaître une augmentation de la température annuelle moyenne pouvant atteindre 3,25°C d'ici à la fin du siècle, ce qui devrait entraîner des pertes significatives de production agricole. Les modifications du régime des précipitations sont plus incertaines, encore que les modèles prévoient, pour la plupart, une augmentation de la pluviométrie et la possibilité d'un changement des dates des deux campagnes agricoles jusqu'ici caractéristiques des systèmes d'agriculture pluviale au Rwanda.

## **B. Politiques, stratégies et contexte institutionnel**

### **Le contexte institutionnel national**

21. Depuis le génocide de 1994, le gouvernement s'est efforcé de créer une forme de gouvernance plus inclusive, fondée sur une identité nationale unique et sur une décentralisation accrue. L'une des caractéristiques spéciales du Rwanda consiste en l'adoption de "contrats annuels de performance" (*imihigo*) à tous les niveaux des

pouvoirs publics pour créer des incitations à la responsabilité du secteur public et à la réalisation d'objectifs de développement vérifiables.

22. Les coopératives ont contribué à la reconstruction du capital social et de la cohésion parmi les populations rurales pauvres, et apportent de plus en plus une assistance technique à leurs membres, accordent du crédit, facilitent l'accès aux intrants et organisent la commercialisation collective. On voit apparaître des associations de producteurs hors exploitation, et les organisations paysannes organisées en filières de produits de base commencent à faire entendre leur voix et deviennent représentatives.
23. **Vision 2020.** Les buts de développement à long terme du Rwanda sont définis par Vision 2020, qui repose sur la bonne gouvernance, le développement des ressources humaines, une économie impulsée par le secteur privé, le développement de l'infrastructure, une agriculture impulsée par le marché et l'intégration économique régionale. Le gouvernement cherche à transformer le pays et à le faire passer d'une économie à faible revenu basée sur l'agriculture à une économie axée sur les services à l'horizon 2020.
24. **EDPRS-I.** Les résultats obtenus au cours de l'EDPRS-I ont été remarquables en termes de croissance économique et d'augmentation des revenus, mais aussi dans d'autres dimensions du bien-être. L'EDPRS-II (2013-2018) est structurée autour de quatre thèmes: i) accélération de la croissance économique afin de parvenir au statut de pays à revenu intermédiaire; ii) développement rural pour une réduction durable de la pauvreté; iii) productivité et emploi des jeunes; et iv) amélioration de la prestation de services et participation citoyenne au processus de développement. L'objectif principal de l'EDPRS-II est de réduire la pauvreté (estimée en 2012 à 194 USD par adulte et par an) de 45 à 30%, et l'extrême pauvreté (137 USD) de 24 à 9%.
 

**La stratégie nationale de réduction de la pauvreté rurale**
25. Le PSTA-III cherche à transformer l'agriculture du Rwanda, qui devrait passer d'une activité de subsistance à un secteur fondé sur les savoirs et créateur de valeur. Il met l'accent sur les filières et les marchés; la qualité des produits et des prix élevés; le regroupement de la production afin de faciliter l'accès aux intrants, aux services et aux marchés; l'augmentation des exportations; et l'extension du rôle du secteur privé dans la production irriguée. Le MINAGRI fait preuve d'une forte appropriation et d'un solide dynamisme à l'égard de la stratégie pour le secteur agricole, et les partenaires du développement considèrent comme hautement efficace l'opérationnalisation du plan stratégique.
26. **Stratégie multisectorielle nationale pour l'élimination de la malnutrition (NSEM).** La lutte contre la malnutrition figure en très bonne place dans l'agenda politique du gouvernement. Une structure de coordination a été créée, sous la supervision directe du Premier ministre, et regroupant plusieurs ministères clés (Ministère de la santé, Ministère de l'administration locale [MINALOC], MINAGRI, Ministère de l'éducation et Ministère du genre et de la promotion de la famille). Le partenariat REACH (Éliminer la faim et la dénutrition chez les enfants) – lancé à l'échelle mondiale par le Fonds des Nations Unies pour l'enfance (UNICEF), l'Organisation mondiale de la Santé (OMS), le Programme alimentaire mondial (PAM) et la FAO, et auquel le FIDA a l'intention de s'associer – aide le Rwanda à rendre opérationnelle la NSEM 2010-2013.
27. **Stratégie nationale du Rwanda de lutte contre les changements climatiques et de développement à faible émission de carbone (NCCLCD).** Les sensibilités au climat des buts de développement à long terme du Rwanda, d'abord mises en lumière dans le PANA, ont fait l'objet d'un nouvel examen dans le cadre de la NCCLCD 2011. La stratégie souligne la nécessité de gérer les incidences de la variabilité du climat sur le développement social, environnemental et économique du pays. Elle fournit le cadre en rapport avec le changement climatique

et le développement à faible émission de carbone intégré à l'EDPRS-II et à Vision 2020, en soulignant particulièrement le développement de "secteurs agroalimentaires après-récolte à faible intensité de carbone et résilients face au climat".

#### **Harmonisation et alignement**

28. L'aide extérieure demeure essentielle, à moyen terme, pour appuyer les buts nationaux de développement. Un système approfondi de coordination de l'aide a été élaboré, et dont font partie plusieurs groupes de coordination et de travail bien établis. On note, parmi les thèmes clés de l'efficacité de l'aide, l'égalité entre les sexes, le développement rural, le développement des capacités et les nouveaux partenariats public-privé (PPP). L'appui basé sur les programmes a considérablement augmenté en 2010-2011, principalement sous l'impulsion d'une contribution accrue de l'Union européenne.

### **III. Enseignements tirés de l'expérience du FIDA dans le pays**

#### **A. Résultats, impact et performance des opérations antérieures**

29. Depuis 1980, le FIDA a accordé au Rwanda 14 prêts à des conditions de faveur, pour un montant de 201,8 millions d'USD. Le programme de pays en cours s'élève au total à 81,1 millions d'USD. Les axes thématiques des interventions du FIDA sont considérés comme hautement pertinents du point de vue des priorités nationales de développement et des stratégies sectorielles. Le programme de pays du FIDA a contribué de façon significative à l'amélioration des revenus et de la sécurité alimentaire dans les zones rurales, en particulier par le biais du développement des bassins versants, de l'augmentation de la production dans les terres marécageuses et les zones collinaires irriguées, du développement de l'élevage, des cultures d'exportation et de la promotion des entreprises rurales. Dans son appréciation d'ensemble, l'EPP juge satisfaisants tant la performance du COSOP que le partenariat FIDA-gouvernement.

#### **B. Enseignements tirés**

30. Les principaux enseignements tirés de l'exécution du programme de pays (voir appendice V) sont les suivants:
- La performance du portefeuille du FIDA s'est considérablement améliorée depuis 2005, grâce au renforcement du contexte de l'action des pouvoirs publics et du contexte institutionnel, à la bonne conception et la bonne exécution des projets, et à l'introduction de la supervision directe et de la présence dans le pays.
  - Le programme de pays du FIDA a appuyé efficacement la stratégie gouvernementale visant à accroître durablement la productivité agricole au Rwanda, à développer des cultures d'exportation de valeur élevée et à créer des emplois hors exploitation. Le FIDA a fourni un volume important de ressources et d'assistance technique pour l'élaboration des politiques, en particulier le PSTA-III, et a appuyé la mise au point de la nouvelle structure institutionnelle du MINAGRI.
  - L'appui antérieur du FIDA a contribué moins efficacement à l'accès durable à la finance rurale, en partie du fait de l'utilisation de lignes de crédit pour les utilisateurs finaux à des conditions subventionnées et de dons, plutôt que pour la création d'intermédiaires financiers durables.
  - La majorité des membres des coopératives connaît encore assez mal ses droits et ses devoirs, ne possède que des compétences commerciales limitées, et est peu alphabétisée. Les coopératives devraient se concentrer sur la

prestation de services de base à leurs membres, laissant aux entreprises du secteur privé les tâches plus complexes de transformation.

- Les différents investissements du FIDA dans le domaine agricole – Projet d'appui au Plan stratégique de transformation de l'agriculture (PAPSTA), Projet de gestion communautaire des bassins versants de Kirehe (KWAMP) et Projet de développement des cultures de rente et d'exportation (PDCRE) – et l'appui apporté à la création d'emplois hors exploitation – Projet de promotion des petites entreprises et des microentreprises rurales – Phase II (PPPMER-II) – sont interconnectés sur le plan logique, mais l'on n'a pas développé de synergies suffisantes entre les projets au cours de leur exécution.
- Les interventions relatives aux microentreprises ont atteint les groupes ruraux les plus pauvres, et notamment les femmes et les jeunes ruraux sans emploi, les personnes sans terres et les orphelins, mais la productivité accrue des cultures vivrières et de rente a principalement bénéficié aux pauvres ayant une activité économique.
- L'appui du projet KWAMP à la régularisation foncière s'est traduit par une réduction des litiges fonciers, une amélioration de l'accès au crédit, la reconnaissance des droits fonciers des femmes, et de meilleurs investissements fonciers comme le reboisement et la conservation du sol et de l'eau.
- L'appui des projets PAPSTA et KWAMP à l'intégration cultures-élevage par le biais du programme "une vache par famille pauvre" a eu un impact immédiat sur les moyens de subsistance, avec une augmentation de plus de 100% des revenus des ménages et de meilleurs résultats sur le plan de la nutrition.
- Les risques et les possibilités en matière environnementale doivent faire l'objet d'une attention accrue dans le portefeuille, étant donné que la conception des précédents projets ne comportait pas d'évaluations précises des risques et des compromis environnementaux – et, par conséquent, elle n'envisageait pas de plans adéquats d'atténuation de ces risques.

## **IV. Cadre stratégique du FIDA pour le pays**

### **A. Avantage comparatif du FIDA**

31. L'avantage comparatif du FIDA se rapporte à l'approche du développement de la capacité institutionnelle au niveau du district adoptée pour le renforcement des structures locales de gouvernance, au niveau du district et à d'autres niveaux, en vue de l'exécution des interventions visant à améliorer les moyens de subsistance des petits exploitants dans les zones rurales par le biais de l'intensification agricole et de la création d'emplois hors exploitation. En coopération avec l'United States Agency for International Development (USAID), le FIDA a appuyé le développement des cultures d'exportation traditionnelles (thé et café), et acquis ainsi une expérience opérationnelle considérable dans ce domaine, expérience intégrée au Projet, récemment approuvé, d'amélioration des revenus ruraux grâce aux exportations (PRICE). Le FIDA a également été l'un des partenaires de premier plan dans le domaine de la création d'emplois hors exploitation au cours de la décennie écoulée par le biais des projets PPPMER-I et PPPMER-II.
32. Le Fonds a noué un partenariat privilégié avec le MINAGRI, le MINALOC, le Ministère du commerce et de l'industrie (MINICOM), le Ministère des ressources naturelles et le Ministère des finances et de la planification économique (MINECOFIN); il travaille directement avec les autorités décentralisées à l'autonomisation des autorités locales et des comités sectoriels de développement pour l'exécution des activités des projets. Plusieurs ONG collaborent avec le FIDA à la réalisation du programme de pays, parmi lesquelles l'Agence néerlandaise de développement international, Heifer International, l'Initiative de développement Clinton-Hunter, le Service allemand de développement et CARE International.

## B. Objectifs stratégiques

33. Le FIDA s'est donné pour but d'atteindre 90 millions de ruraux pauvres entre 2012 et 2015, et d'extraire de la pauvreté 80 millions d'entre eux au cours de la même période. Au Rwanda, le programme de pays du FIDA prévoit de toucher 700 000 ruraux pauvres et d'extraire durablement de la pauvreté 300 000 d'entre eux d'ici 2015 et 400 000 autres d'ici à 2018. La culture de gouvernance du Rwanda, résolument axée sur les résultats, veille à ce que les politiques et les stratégies soient mises en œuvre. Le pays a réalisé d'immenses pas en avant vers l'amélioration du contexte matériel et du cadre d'action pour l'intensification et la croissance de l'agriculture; il a créé un secteur laitier auquel participent de très nombreuses familles rurales; il a établi un réseau de distribution d'engrais; il a jeté les bases d'une coopération renforcée entre les paysans en vue de grouper leur production; et il a entrepris le développement d'une infrastructure après-récolte moderne dans les principales filières.
34. **L'objectif d'ensemble du COSOP est donc de réduire la pauvreté, d'une part en autonomisant les ruraux pauvres, hommes et femmes, afin qu'ils participent activement à la transformation du secteur de l'agriculture et du développement rural, et d'autre part en réduisant la vulnérabilité au changement climatique.** Cet objectif est aligné sur l'EDPRS-II et le PSTA-III, ainsi que sur le Cadre stratégique du FIDA 2011-2015. Le FIDA concentrera sa coopération avec le gouvernement sur des pôles de développement offrant de bonnes perspectives de reproduction à plus grande échelle: i) développement par zone, avec notamment la gestion intégrée des bassins versants, l'irrigation des zones collinaires et des terres marécageuses, et l'intensification de la production végétale et animale; ii) filières d'exportation et activités post-récolte résilientes face au climat et développement des industries agroalimentaires; et iii) nutrition et inclusion sociale et économique des populations les plus vulnérables, et notamment autonomisation des femmes.
35. **Objectif stratégique (OS) 1: accroître durablement la productivité agricole par le biais de la gestion de la base de ressources naturelles et par des investissements consacrés aux équipements et au capital social se traduisant par une amélioration des revenus et des moyens de subsistance.** Les investissements relatifs à l'intensification agricole seront reproduits à plus grande échelle à Kirehe et dans d'autres districts, et viseront notamment l'extension de l'irrigation collinaire et des terres marécageuses, l'introduction de techniques culturales améliorées, la gestion intégrée de la fertilité du sol, la conservation du sol et de l'eau, et l'intégration de la production végétale et animale. Une attention particulière sera portée à l'amélioration de la capacité des districts d'exécuter ces interventions, ainsi que des capacités des coopératives afin qu'elles deviennent des interlocuteurs plus crédibles des autorités de district et du secteur privé. Les liaisons opérationnelles seront renforcées avec le portefeuille émergent de services d'information sur le climat appuyé par le Programme des Nations Unies pour le développement (PNUD) et le Programme des Nations Unies pour l'environnement (PNUE). Conformément aux recommandations issues de l'évaluation d'impact du secteur agricole sur l'environnement au Rwanda, financée par l'Union européenne (2012), le FIDA appuiera le renforcement de l'efficacité économique dans l'utilisation des intrants par le biais de la promotion d'une approche intégrant la production intelligente face au climat et la lutte contre les ravageurs, fondée sur des méthodes de développement des capacités des paysans telles que les fermes-écoles.
36. **Objectif stratégique (OS) 2: filières d'exportation résilientes face au climat, développement des techniques après-récolte et des industries agro-alimentaires pour accroître les débouchés sur les marchés, ajout de valeur à la production agricole et création d'emplois dans les zones rurales.** Le FIDA contribuera à la réalisation des cibles du gouvernement relatives

à la croissance du secteur rural hors exploitation grâce au développement de filières résilientes face au climat et à faible émission de carbone. Ces mesures visent à réduire les pertes après-récolte, à créer des possibilités d'emploi pour les jeunes, et à ajouter de la valeur à la production agricole par le biais de la transformation et des activités des agro-industries. Les filières retenues sont, entre autres, celles du thé, du café, de la banane, du riz, du maïs, des haricots, du manioc, de la pomme de terre, des fruits, des produits de l'horticulture et des produits laitiers. La politique gouvernementale vise à élargir les marchés régionaux de ces produits de base et à promouvoir les exportations et le remplacement des importations sur la base des échanges agricoles transfrontières au-delà du thé et du café. Le gouvernement accorde une grande importance au renforcement de l'intégration régionale et tire déjà parti de l'élan favorable de la croissance en Afrique orientale. Les principales contraintes à l'accélération de la croissance et des exportations se rapportent à l'insuffisance de l'infrastructure économique et de la base de compétences du pays, deux domaines stratégiques d'appui du FIDA au titre de cet objectif.

37. **Objectif stratégique (OS) 3: amélioration de la situation nutritionnelle des populations rurales pauvres et inclusion des groupes vulnérables dans le processus de transformation économique.** Afin d'atteindre les groupes les plus vulnérables, il est nécessaire de mener un effort plus proactif pour améliorer les résultats nutritionnels dans l'ensemble du portefeuille du FIDA, en ciblant particulièrement les femmes et leur autonomisation économique: i) activités visant à améliorer la nutrition (réduction des retards de croissance et des niveaux d'anémie), comportant notamment des jardins potagers, la production de petit bétail, l'éducation nutritionnelle et les activités génératrices de revenus pour les femmes; ii) adaptation des activités planifiées pour faciliter l'accès des groupes vulnérables aux ressources productives; iii) introduction de technologies économisant la main-d'œuvre pour réduire la charge de travail des femmes; et iv) programme d'apprentissage destiné aux jeunes. On recherchera, pour ces opérations, l'apport d'un cofinancement par des partenaires intéressés, et notamment l'Union européenne, la Banque mondiale, les agences bilatérales de coopération et l'initiative Unité d'action des Nations Unies. Des partenariats sont envisagés avec la FAO et le PAM pour la conduite d'activités dans les zones où des projets sont en cours d'exécution avec l'appui du FIDA afin de tirer parti d'éventuelles synergies et de structures de réalisation de projet déjà constituées.
38. **Questions transsectorielles.** Comme l'a recommandé l'EPP, le FIDA appuiera l'élaboration d'une approche plus harmonisée de la finance rurale et du développement coopératif en nouant des partenariats avec Access to Finance Rwanda et la RCA, et en veillant à ce que ces questions soient ensuite intégrées à l'élaboration de la politique en matière de climat. Le FIDA contribue à surmonter les contraintes structurelles auxquelles est confronté le secteur du financement rural; les éléments de cette contribution comprennent la concertation sur les politiques et l'appui à l'exécution des stratégies sectorielles, la constitution de partenariats avec les institutions clés de financement rural, et l'appui aux IMF et aux CEC en tant qu'entités essentielles aidant les groupes cibles du FIDA. Le Fonds examinera aussi le flux de services financiers dans les filières choisies afin de déterminer les lacunes et les possibilités d'accroître leur rentabilité et leur résilience face à l'évolution du climat.

### **C. Perspectives d'innovation et de reproduction à plus grande échelle**

39. Le programme de pays du FIDA a généré plusieurs innovations réussies dont le gouvernement a entrepris la reproduction à plus grande échelle. Au titre de l'**OS1**, le MINAGRI reproduira à plus grande échelle des approches innovantes en vue d'une efficacité accrue dans la gestion des ressources naturelles. L'attention se porte sur l'accroissement de l'efficacité dans l'utilisation des intrants, l'intégration

des pratiques agricoles de conservation, l'introduction de cultures de valeur élevée dans les zones collinaires sous irrigation, l'expansion des systèmes de petit élevage pour les ménages vulnérables, et l'adaptation de solutions de mécanisation à petite échelle pour accroître la productivité de la main-d'œuvre et réduire la charge de travail des femmes. Le Projet d'appui aux activités après-récolte et aux entreprises agroalimentaires (PASP) – une nouvelle opération combinée du FIDA/Programme d'adaptation de l'agriculture paysanne (ASAP) – comportera des activités conçues pour reproduire à plus grande échelle les succès et les savoirs dans les domaines en rapport avec le climat, en les intégrant aux politiques gouvernementales et aux programmes d'investissements publics.

40. Au titre de l'**OS2**, le FIDA aidera le MINAGRI à reproduire à plus grande échelle les solutions prometteuses concernant les méthodes résilientes face au climat et à faible émission de carbone pour la manutention, l'entreposage et la transformation après-récolte des produits agricoles. Il s'agira notamment de mettre à l'essai des innovations dans le domaine des produits TIC adaptés et des approches PPP, donnant aux coopératives les moyens de nouer des partenariats avec le secteur privé dans le cadre de filières choisies. Un investissement ASAP intégré au PASP contribuera à réduire la vulnérabilité des filières commerciales après-récolte face à l'impact du changement climatique et à tester des innovations comme les systèmes d'assurance contre les intempéries (voir appendice VII).
41. Au titre de l'**OS3**, le FIDA contribuera à la création de synergies, sur le plan des programmes et des institutions, entre diverses interventions en un lieu donné pour obtenir des résultats en termes de réduction de la malnutrition et d'inclusion de groupes vulnérables dans les efforts locaux de développement. Il nouera des partenariats avec d'autres institutions possédant une expérience dans le domaine de la nutrition afin d'appuyer des interventions complémentaires à l'avantage des mêmes communautés ciblées par le FIDA, de manière à réduire la proportion d'enfants dont le poids est insuffisant et à améliorer le résultat d'ensemble du programme de pays du FIDA tout en réduisant les frais généraux.

#### **D. Stratégie de ciblage**

42. Pour le FIDA, les principaux groupes cibles au titre des OS1 et 2 sont "les pauvres" (catégorie 3, suivant la définition de Ubudehe – voir appendice I) et "les pauvres disposant de ressources" (catégorie 4); au titre de l'OS3, le principal groupe ciblé est celui des "très pauvres" (catégorie 2). Les ménages dirigés par une femme et les jeunes seront les cibles principales des activités au titre de l'OS3. Pour ce qui concerne les "personnes vivant dans des conditions de dénuement extrême" (catégorie 1), on considère qu'elles sont principalement les cibles des actions de protection sociale dans le cadre du programme Umurenge, dont les activités sont complémentaires aux opérations du FIDA.

#### **E. Articulation au niveau des politiques**

43. Le FIDA mettra l'accent, en matière de concertation sur les politiques, sur les trois grands domaines d'activité prévus pour son intervention dans le pays. Au titre de l'**OS1**, il contribuera à l'exécution du PSTA-III, en se focalisant sur: i) le programme d'investissement axé sur les approches sectorielles; ii) les mécanismes de financement adaptés aux groupes cibles du FIDA; et iii) le renforcement harmonisé des capacités des coopératives. Au titre de l'**OS2**, le FIDA encouragera de nouvelles approches de partenariat entre les coopératives, impliquées dans la production et le groupement des produits, et le secteur privé, intervenant dans l'entreposage, la transformation et la commercialisation. Avec un financement de l'ASAP, le FIDA contribuera à l'exécution de la NCCLCD en testant des technologies résilientes face au climat et à faible émission de carbone pour l'entreposage après-récolte et la transformation. Au titre de l'**OS3**, le FIDA participera avec les partenaires de REACH à la concertation sur la nutrition et sera à l'avant-garde des initiatives visant à optimiser les synergies entre les projets pour faire face aux



principales causes de la malnutrition chronique, de l'extrême pauvreté et de l'exclusion.

## **V. Gestion du programme**

### **A. Gestion du COSOP et suivi des résultats**

44. Le MINECOFIN dirigera un exercice annuel d'examen du COSOP, avec l'appui du groupe chargé de l'examen de la performance du portefeuille de pays et de l'équipe de gestion du programme de pays (voir appendice I). L'exécution du programme sera suivie par le biais: i) des rapports sur le cadre de gestion des résultats du COSOP et du Système de gestion des résultats et de l'impact; ii) des rapports de supervision et d'appui à l'exécution; et iii) d'autres outils d'information sur la gestion des programmes et projets, comme les rapports sur l'état d'avancement du projet et les fiches analytiques de programme-pays. Le FIDA et le gouvernement réaliseront conjointement un examen à mi-parcours du COSOP en 2015-2016 afin d'évaluer l'état d'avancement de la mise en œuvre et les résultats obtenus, et pour apporter, le cas échéant, les ajustements nécessaires aux objectifs stratégiques et au cadre de résultats.
45. Le FIDA allouera des ressources hors prêts qui serviront à améliorer la capacité de MINAGRI d'assurer le suivi et l'information sur l'impact du programme de pays du FIDA en termes de réduction de la pauvreté et de sécurité alimentaire et nutritionnelle, conformément aux indicateurs de l'EDPRS-II et de PSTA-III. Faisant fond sur le système Ubudehe existant et sur les données de l'Enquête intégrale sur les conditions de vie des ménages (EICV), l'autoévaluation participative sera intégrée dans l'ensemble du portefeuille du FIDA au niveau de la coopérative, de la communauté et du district pour fournir au gouvernement des éclairages sur les résultats en matière de développement et pour faciliter le retour d'information de la part des communautés de base et leur participation aux processus décisionnels.

### **B. Gestion du programme de pays**

46. Pour l'ensemble du portefeuille de pays, le risque fiduciaire a été jugé faible. Les indicateurs nationaux de gouvernance sont encourageants, le Rwanda se plaçant au 50<sup>e</sup> rang sur 174 pays dans l'Indice de perception de la corruption 2012 établi par Transparency International; par ailleurs, la gestion de la passation des marchés et la gestion financière obtenaient toutes deux un bon score dans deux évaluations du MINAGRI, réalisées la première en 2010 par la Banque mondiale dans le cadre du Programme d'examen des dépenses publiques et d'évaluation de la responsabilité financière, et la seconde en 2011 par l'USAID par le biais de son Cadre d'évaluation du risque de gestion financière publique. Le Bureau du vérificateur général des finances de l'État, qui procède à la vérification des projets appuyés par le FIDA, est considéré comme indépendant et applique les Normes internationales d'audit.
47. L'exécution du programme de pays du FIDA continuera d'être assurée par l'intermédiaire de l'Unité unique d'exécution du projet (SPIU) intégrée au MINAGRI. La SPIU du FIDA a joué un rôle pilote dans le contrôle et l'information financière dans la région Afrique orientale et australe. La poursuite de la décentralisation des pouvoirs en direction des districts et la maturation du partenariat d'exécution entre la SPIU et l'Office rwandais de l'agriculture (RAB) et l'Office national de développement des exportations agricoles (NAEB) constituent deux évolutions qui pourraient avoir une incidence sur le flux d'information financière vers la SPIU au cours de la période couverte par le COSOP. Avec le temps, et si les résultats sont positifs, ces entités obtiendront une plus grande autonomie dans la gestion financière des fonds du FIDA.
48. Le partenariat entre le FIDA et le Rwanda a été renforcé par l'ouverture du bureau de pays en 2010, qui facilite la participation du FIDA au Groupe de travail sur le secteur de l'agriculture (ASWG) et à d'autres processus d'orientation et de consultation. La supervision directe et l'appui à l'exécution du portefeuille

continueront d'être assurés par l'équipe de pays sous la direction du chargé de programme de pays (CPP). Les cofinanceurs, les institutions partenaires et les organisations paysannes continueront d'être associés aux missions de supervision du programme et d'appui à l'exécution.

### C. Partenariats

49. À l'échelon national, le FIDA poursuivra ses partenariats avec les ministères d'exécution (MINECOFIN, MINAGRI, MINICOM, MINALOC), occupant ainsi une position clé dans le développement rural. Il approfondira son engagement à long terme auprès de nombreuses institutions publiques: Banque rwandaise de développement, BDF, NAEB, RAB, RCA et Confédération nationale des coopératives du Rwanda et poursuivra son appui aux coopératives dans des filières spécifiques afin de mettre en place des structures de gestion transparentes et responsables et de leur permettre de parvenir à la viabilité et à l'autonomie économiques.
50. **Partenaires du développement.** Le FIDA continuera de participer activement à l'ASWG et au Groupe sur les approches sectorielles dans le secteur de l'agriculture. La participation de la Banque mondiale, de l'Union européenne et d'autres partenaires du développement disposant de services financiers, techniques et consultatifs plus importants et complémentaires aidera le FIDA à démultiplier l'effet de ses ressources, plus limitées, pour atteindre l'échelle souhaitée pour son intervention. Le FIDA s'associera à la plateforme REACH, axée sur la nutrition, et apportera son appui à des actions entreprises par d'autres partenaires du système des Nations Unies dans les zones géographiques ciblées par le FIDA. Il participera aussi au Groupe de travail sur la finance rurale et explorera la possibilité d'établir des liens opérationnels avec la nouvelle Autorité rwandaise de gestion de l'environnement en vue de réduire la vulnérabilité au changement climatique, en partenariat avec le PNUE et le PNUD.
51. **Secteur privé.** Le FIDA continuera d'appuyer des partenariats commerciaux équitables entre des entreprises privées et des petits producteurs, en s'inspirant des expériences réussies dans les secteurs du thé et du café. Un certain nombre de coopératives de producteurs de thé bénéficiant d'un appui au titre du programme PRICE prennent des participations allant jusqu'à 40% de leurs sociétés respectives de transformation du thé, jouant ainsi un rôle dans la gestion de ces usines et augmentant leurs revenus grâce aux dividendes perçus. Il s'agit là d'une innovation très importante qui a débuté dans le cadre du PDCRE et dont la reproduction à plus grande échelle est prévue dans les programmes PRICE et PASP.
52. **ONG.** Le FIDA continuera de faire fond sur le potentiel d'innovation du travail effectué au Rwanda par les ONG. Il s'engagera aux côtés de Heifer International pour le programme de repeuplement et de gestion du bétail au titre de l'initiative *girinka*. On peut citer, parmi les autres partenaires clés, Technoserve, l'Agence néerlandaise de développement international et Oxfam dans le cadre des filières du café et des produits laitiers et dans le développement des coopératives. Les ONG locales comme Iwacu, Ugama et Ardi sont également des prestataires potentiels de services possédant une vaste expérience en matière de renforcement des capacités au profit des coopératives.

### D. Gestion des savoirs et communication

53. Le FIDA mettra l'accent sur la gestion des savoirs, conformément aux initiatives du MINAGRI et à son propre agenda institutionnel sur la reproduction à plus grande échelle. Il élaborera un plan d'action pour la gestion des savoirs, en s'appuyant sur les produits et les outils du savoir testés dans le cadre des projets PAPSTA et KWAMP en partenariat avec le Programme régional de formation au développement rural pour le cône Sud (PROCASUR). La reproduction des innovations sur la base de la méthodologie adoptée par le PROCASUR pour le transfert des meilleures pratiques et l'engagement de champions locaux comme prestataires de services de

savoir constitueront l'une des pierres angulaires du plan de gestion des savoirs. Des itinéraires d'apprentissage seront organisés en vue du partage des enseignements entre les projets du FIDA et d'autres programmes, rendant ainsi possible le transfert des savoirs. L'espace de l'action publique pour la reproduction à plus grande échelle des innovations est défini dans le PSTA-III, et le partenariat avec les autorités des districts ouvrira un espace financier et institutionnel à l'innovation et à la reproduction à plus grande échelle.

## E. Cadre de financement SAFP

54. L'exécution du COSOP s'étendra sur deux cycles du SAFP (2013-2015 et 2016-2018). Sur la base des chiffres SAFP actuels (voir appendice VI), on estime à 90-95 millions d'USD les fonds du FIDA disponibles pour l'ensemble de la période, y compris le financement au titre de l'ASAP. L'allocation SAFP pour 2013-2015 devrait financer le prêt supplémentaire récemment approuvé pour le projet KWAMP, incluant un appui pour une évaluation des instruments et des pratiques à reproduire à plus grande échelle au niveau des districts après 2016. Le solde des fonds du SAFP ira au PASP, qui sera soumis au Conseil d'administration du FIDA en décembre 2013. Les investissements spécifiques à financer sur l'allocation SAFP pour 2016-2018 seront déterminés au cours de l'exécution du COSOP, mais il est déjà probable qu'ils incluront: i) un financement supplémentaire pour le PRICE; ii) l'extension du projet KWAMP à d'autres districts; et iii) un appui aux petites entreprises et aux microentreprises.

## F. Risques et gestion des risques

<i>Risque</i>	<i>Mesure d'atténuation</i>
Niveau accru de risque lié à l'ampleur et à l'échelle accrues du portefeuille et du programme de pays	Économies d'échelle et apprentissage systématique dans l'engagement en rapport avec les trois grands domaines d'activité habituels
Délégation de pouvoirs institutionnels aux districts et leur capacité de gérer et d'exécuter les activités du projet	Poursuite du renforcement institutionnel par le biais de l'amélioration des capacités des districts et d'autres structures locales de gouvernance
Faible capacité des coopératives	Poursuite du renforcement des capacités en vue d'améliorer leurs structures de gestion et de réalisation de projets, et appui à leur rôle accru en partenariat avec le secteur privé
Risques de prix liés à l'appui aux exportations des produits des cultures de rente	Ensembles de financements avantageux pour les paysans et recherche visant à atteindre le segment supérieur des marchés avec une moindre fluctuation des prix
Risques climatiques	Promotion de pratiques après-récolte résilientes face au climat et investissements dans les infrastructures connexes, et introduction de services d'information sur le climat et d'un système d'assurance indexé contre les intempéries

## COSOP consultation process

1. In 2012, IFAD's Independent Office of Evaluation carried out a CPE covering IFAD-supported operations in Rwanda since 2000. This RB-COSOP builds on the CPE's recommendations and the Agreement at Completion Point reached with the Government of Rwanda at a national stakeholder workshop held in Kigali with the participation of high-level representatives from government institutions, IFAD senior management, development partners, private sector, rural organizations, civil society, academic and research institutions and other key resource persons.
2. The identification of the prioritized areas of focus for IFAD are based on IFAD's comparative advantage and clear guidance provided by the GoR's policy framework as articulated in the EDPRS II and PSTA III. This has allowed the COSOP formulation to be embedded in country's long-term development goals and ensure full alignment of IFAD country programme to the government's investment programme and policy framework which gives agriculture and rural development a central role.
3. The actual formulation of the COSOP document was undertaken between March and July 2013 in partnership with FAO Investment Centre and with support from several colleagues from the IFAD Policy, Technical and Advisory Division and the Independent Office of Evaluation who participate in the Country Programme Management Team (CPMT).

### Composition of the IFAD CPMT

ESA	Perin Saint Ange	Director
ESA	Geoffrey Livingston	Regional Economist
ESA-Nairobi	Stephen Twomlow	Climate and Environmental Specialist
ESA	Samuel Eremie	ESA Peer Reviewer
LAC	Claus Reiner	former Rwanda Country Programme Manager
FAO-TCIA	Alberta Mascaretti	Senior Agricultural Officer
FAO-TCIA	Roble Sabrie	Economist
IOE	Fabrizio Felloni	Senior Evaluation Officer
Office of the General Counsel	Vakilian Sorena	Counsel
Financial Services Division	Robert Creswell	Senior Finance Officer
SKM	Cheikh Sourang	Senior Programme Manager
Operation Policy and Technical Advisory Division	Antonio Rota	Senior Technical Advisor
Operation Policy and Technical Advisory Division	Francesco Rispoli	Senior Technical Advisor
Operation Policy and Technical Advisory Division	Roberto Longo	Senior Technical Advisor
Operation Policy and Technical Advisory Division	Wafaa El-Khoury	Senior Technical Advisor
ESA-Kigali	Aimable Ntukanyagwe	CPO
ESA-Kigali	Christian Hakiba	APO
ESA-Kigali	Sonia Ntukanyagwe	PA
ESA	Francisco Pichón	CPM

4. The key sources of information have been government sector strategies, reports and policy papers, other key documents from development partners and research institutions, and a series of in-country meetings with national authorities, development partners, farmers and rural organizations, NGOs and other resource persons.
5. Key background documents include the following: Rwanda CPIS 2012, PSTA III, Country Program Evaluation Report, Strategic Environmental Assessment for the Agricultural Sector in Rwanda, Rwanda Agriculture Sector Evaluation Report for the

Joint Sector Review FY 2011/2012, EDPRS II, Land Use Consolidation Strategy, SACCO Sustainability Study, Country Export Strategy, Cross-border Trade strategy, MINAGRI Knowledge Management Strategy, MINAGRI Mechanization Strategy, National Post-Harvest Strategy, Private Sector Development Strategy, SME Development Policy, Strategies for Sustainable Crop Intensification Document, Integrated HH Living Conditions Survey (EICV 3), Comprehensive Food Security & Vulnerability Analysis & Nutrition Survey (CFVSA 2012), UNDAF Inception Report, SWAp Assessment in seven sectors (including agriculture), Public Finance Management (PFM) Risk Assessment in MINAGRI, Rwanda Rural and Agricultural Financial Services Strategy (2011), Rwanda Financial Sector Development Programme (2012), and Crop and Livestock Insurance Feasibility Study (2012) among others.

6. The COSOP formulation process was initiated on 21 February 2013 with a meeting of the IFAD CPMT organized at HQ-level with the participation via video-link of IFAD Kenya and Rwanda Country Offices to provide overall guidance on key issues for the strategic planning of the COSOP and the first identification mission.
7. The first COSOP identification mission was conducted between 5-15 March 2013 with participation of FAO Investment Centre (TCI). This mission served to exchange ideas with government counterparts, partners and members of the in-country CPMT<sup>1</sup> for scoping a conceptual framework and preparing a route map and schedule for the formulation of the COSOP covering two financing cycles 2013-15 and 2016-18. During this mission, consultations were held with government authorities directly involved with IFAD country programme, coordinators of IFAD-supported projects, key development partners, banks, civil society organizations, farmers' organizations, and resource persons. A field visit was also carried out in Kirehe District where the mission had the opportunity to see both marshland and hillside irrigation activities, livestock intensification and the use of different biogas system at the household level. The mission was concluded with an aide-memoire that was presented in a wrap-up meeting attended by CPMT members.
8. Following the identification mission, and in accordance with the Guidelines for Preparation and Implementation of RB-COSOP (2006 and updated in 2010), a formulation plan for the COSOP was formally submitted and approved by PMD Management based on the preparation route map agreed with the government.
9. A second IFAD CPMT meeting was convened on 30 April 2013 to review and provide feedback on the zero-draft COSOP report circulated in advance to CPMT members and the GoR. Overall, CPMT members were satisfied with the draft COSOP report and the proposed end of June OSC review timeframe. Specific recommendations were made on COSOP poverty measurement, land and resources tenure, cooperative capacity building, rural financing, private sector involvement, climate change, MINAGRI Single Project Implementation Unit (SPIU) arrangements, IFAD-FAO cooperation, and country programme risks.
10. Based on the first draft COSOP report, a second joint (IFAD-FAO) mission was conducted between 29 April and 10 May 2013 to review the first draft COSOP report with government and country partners. Substantive comments were received, particularly from MINECOFIN and MINAGRI, as well as selected members of the in-country CPMT. The mission also shared with the government the feedback received from the April 30 CPMT in Rome and advanced with the preparation of the report considering these comments and recommendations, mainly (i) developing further

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<sup>1</sup> The composition of the in-country CPMT includes representatives from key government agencies involved in the implementation of IFAD country programme, coordinators of IFAD supported projects, key external development agencies, civil society organizations, farmers' organizations, and resource persons. The detailed in-country CPMT member list is presented in the table at the end of this appendix.

cross-cutting activities related to nutrition and support to vulnerable groups, women empowerment, cooperative capacity building and rural financial services; and (ii) discussing overall country programme management and poverty monitoring arrangements.

11. The IFAD-FAO COSOP formulation team completed and sent to the GoR a revised draft COSOP report on May 27 according to the timeline agreed with the government during the identification mission in March. In mid-June, IFAD received formal feedback from the GoR that welcomed the new COSOP's emphasis on institutional support and non-lending activities to promote more harmonized approaches in rural finance and cooperative development, two areas of limited country programme results in the past.
12. Government's comments stressed the need to: (i) continue providing support to strengthen existing cooperatives and farmers' organizations at project level, with their increased participation in the selection of service providers and in the monitoring, supervision and impact assessment; (ii) improve cooperatives capacity to provide economic service to its members as well as strengthening their capacity to represent farmers' interests and viewpoints in national and district agriculture policy development; and (iii) increase knowledge sharing amongst cooperatives both in-country and in the region by supporting exchanges including within IFAD supported operations in the region.
13. The COSOP report recognizes that earlier IFAD-funded projects in Rwanda have not effectively contributed to sustainable access to rural finance. This was partly due to a use of credit lines on subsidized end-user terms and grants, rather than the development of sustainable financial intermediaries. Support to MFIs and SACCOs which are the entities that mainly target IFAD beneficiaries has also been largely missing as part of a rural finance strategy. Lack of capacity and poor governance, isolation from the financial markets, and capital lending resource structure not shaped for medium to long term financing have been the main constraints of Rwandan MFIs and SACCOs in the rural financing sector. The formulation of the new COSOP and the design of the Post-harvest and Agribusiness Support Project (PASP) both constitute entry points for a redefinition of IFAD rural finance strategy in Rwanda.
14. Feedback was also received from MINAGRI SPIU regarding existing targeting mechanisms and monitoring systems which has been helpful to both derive estimates on poverty reduction for the COSOP results management framework and improve country poverty monitoring capacity. Under the new COSOP, non-lending resources will be allocated, possibly in partnership with FAO, to improve MINAGRI and district level capacity to monitor and report on the impact of IFAD country programme in terms of poverty reduction and food and nutrition security in line with EDPRS II. The system to be set up will build on the existing *Ubudehe* system<sup>2</sup>, statistical data from EICV as well as improved capacity in MINAGRI and districts to analyse existing economic results of agricultural development interventions. Participatory self-evaluation will be mainstreamed throughout IFAD-supported projects at cooperative, community and district levels providing valuable insight to government and increasing civil society's participation in decision making.
15. MINAGRI confirmed that the main target groups focused by IFAD under COSOP Strategic Objectives (SO) 1 and 2 are the poor (*Ubudehe* category 3<sup>3</sup>) and the resourceful poor (category 4), while the main groups targeted under SO 3 are the very poor (category 2). Women-headed households and youth will be the

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<sup>2</sup> The *Ubudehe* programme is a national initiative launched in 2001 to identify the social and economic conditions of each household based on the idea that citizens can analyze their own poverty within their communities and develop solutions together to the problems they face.

<sup>3</sup> There are six *Ubudehe* categories: extreme poor, very poor, poor, resourceful poor, food rich and money rich.

predominant target by activities under SO 3. The abject poor (category 1) are considered to be mostly the target group of social protection schemes under the Umurenge programme, complementary to IFAD operations. Other IFAD target groups will include cooperatives and local governance and district structures. IFAD investments will target most provinces in Rwanda during the next COSOP period<sup>4</sup>.

16. Regarding co-financing of IFAD country programme, it was agreed that IFAD will continue to pro-actively engage partners interested in co-financing its operations to increase size, scope and impacts of the country programme and longer-term scaling-up strategy, but the GoR will drive this process according to its own national goals and priorities. Under the EU-IFAD cooperation framework agreement, EU has expressed interest in exploring support related to nutrition, vulnerable groups and climate change. The OPEC Fund for International Development, which is preparing its own 2014-16 country strategy, is also seeking cooperation with IFAD under the new COSOP. AfDB-Rwanda is now specializing almost exclusively on large scale infrastructure with less potential for co-financing. Heifer-International has reiterated interest in continuing its partnership with IFAD, with potential of mobilizing additional funds from the Gates Foundation. Co-financing opportunities will be also explored with WFP, UNICEF and FAO under the SO3 cross-cutting interventions.
17. A number of meetings with members of the Country Portfolio Performance Review (CPPR) group<sup>5</sup> and the in-country CPMT were also organized between March and July 2013 to draw practical and operational lessons from the on-going portfolio and provide feedback during the COSOP preparation and review process. Following these consultations with development partners and other stakeholders of the final draft COSOP, the Country Programme Manager submitted the report for in-house review at IFAD HQs in Rome, including an OSC/IFAD Senior Management review and a quality assurance/external peer review process managed by OSC Secretariat.
18. The OSC review of Rwanda COSOP took place on 27 June 2013 and was chaired by IFAD President and attended by IFAD Senior Management. The Country Programme Manager joined the meeting via video conference from Kigali alongside the Country Office team. The OSC members discussed the process and contents of the COSOP, its overall strategic direction and the mainstreaming of climate change and adaptation through the Adaptation for Smallholder Agriculture Programme (ASAP).
19. In light of OSC deliberations, the following decisions were made: (i) Endorsement of the substantive content of strategic objectives as well as policy and institutional objectives; (ii) Approval of the pipeline entry for the blended ASAP component of the Post-Harvest Agribusiness Support Project (the latter being under formulation); (iii) Endorsement of an IFAD contribution to the financing of ASAP component of the Post-Harvest Agribusiness Support Project in the amount of approx. US\$7 million; (iv) Future proposal for supplementary financing for the ongoing PRICE (2016-18 PBAS cycle) will be considered in due course; and (v) other relevant decisions on pipeline entries will be made in light of implementation progress and other relevant considerations on the country programme and IFAD relevant guidelines.
20. As per COSOP guidelines, an external peer review process was also conducted involving two World Bank staff members who are familiar with the Rwanda country programme (Lynn Brown, Mark Austin). Peer review comments were distributed and

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<sup>4</sup> PRICE covers the tea and coffee growing regions in the western province which is also the area with highest percentage of food insecurity and malnutrition. KWAMP targets the eastern province, specifically Kirehe District, one of the poorest of Rwanda, and has the potential to scale-up interventions in neighbouring districts in the same province as part of a scaled-up programme.

<sup>5</sup> The CPPR group was established by MINECOFIN and IFAD to facilitate the annual COSOP review process and build ownership and understanding of IFAD's strategic priorities and operational modalities in Rwanda among government ministries, implementing agencies and other stakeholders. CPPR group members include MINECOFIN, MINAGRI, MINALOC, Ministry of Natural Resources, IFAD project staff and project partners (BRD, BDF, NAEB, RAB, service providers, etc.).

discussed at the OSC meeting. The RB-COSOP document was further amended to take into account the comments made at the OSC meeting as well as the peer review comments.

21. A final validation meeting on the RB-COSOP was organized on 8 August in Kigali with participation of key ministries, development partners and other stakeholders. The meeting was chaired by MINECOFIN and MINAGRI. Participants endorsed the draft RB-COSOP for submission to IFAD Executive Board. No further changes were required to the document, reflecting the highly collaborative process followed to develop this programme and the country ownership of the strategy.



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## Country economic background

<b>COUNTRY DATA Rwanda</b> (World Bank, <i>World Development Indicators</i> database, CD ROM 2012-13)			
<b>Land area (km2 thousand) 2011 1/</b>	25	<b>GNI per capita (USD) 2011 1/</b>	560
<b>Total population (million) 2011 1/</b>	11.14	<b>GDP per capita growth (annual per cent per cent) 2011 1/</b>	5
<b>Population density (people per km2) 2011 1/</b>	452	<b>Inflation, consumer prices (annual per cent per cent) 2011 1/</b>	6
<b>Local currency Rwanda Franc (RWF)</b>		<b>Exchange rate: USD 1 = 649.484 RWF</b>	
<b>Social Indicators</b>		<b>Economic Indicators</b>	
Population growth (annual %) 2011 1/	3	GDP (USD million) 2011 1/	6354
Crude birth rate (per thousand people) 2011 1/	41	GDP growth (annual %) 1/	
Crude death rate (per thousand people) 2011 1/	12	2000	8.3
Infant mortality rate (per thousand live births) 2011 1/	38	2011	8.2
Life expectancy at birth (years) 2011 1/	55		
		Sectoral distribution of GDP 2011 1/	
Total labour force (million) 2011 1/	5.34	% agriculture	32
Female labour force as % of total 2011 1/	52	% industry	16
		% manufacturing	7
<b>Education</b>		% services	52
School enrolment, primary (% gross) 2011 1/	142		
Adult illiteracy rate (% age 15 and above) 2011 1/	n/a	Consumption 2011 1/	
		General government final consumption expenditure (as % of GDP)	9
		Household final consumption expenditure, etc. (as % of GDP)	87
<b>Nutrition</b>		Gross domestic savings (as % of GDP)	4
Daily calorie supply per capita	n/a		
Malnutrition prevalence, height for age (% of children under 5) 2008 1/	n/a		
Malnutrition prevalence, weight for age (% of children under 5) 2008 1/	n/a	<b>Balance of Payments (USD million)</b>	
		Merchandise exports 2011 1/	464
<b>Health</b>		Merchandise imports 2011 1/	1776
Health expenditure, total (as % of GDP) 2011 1/	11	Balance of merchandise trade	-1312
Physicians (per thousand people) 2010 1/	0.1		
Population using improved water sources (%) 2011 1/	69	Current account balances (USD million)	
Population using adequate sanitation facilities (%) 2011 1/	61	before official transfers 2011 1/	n/a
		after official transfers 2011 1/	n/a
<b>Agriculture and Food</b>		Foreign direct investment, net 2011 1/	-106
Food imports (% of merchandise imports) 2011 1/	17		
Fertilizer consumption (kilograms per ha of arable land) 2011 1/	n/a	<b>Government Finance</b>	
		Cash surplus/deficit (as % of GDP) 2009 1/	n/a
Food production index (2004-06=100) 2011 1/	158	Total expense (% of GDP) a/ 2011 1/	n/a
Cereal yield (kg per ha) 2011 1/	1950	Present value of external debt (as % of GNI) 2011 1/	14
		Total debt service (% of GNI) 2011 1/	0.3
<b>Land Use</b>			
Arable land as % of land area 2011 1/	49	Lending interest rate (%) 2011 1/	n/a
Forest area as % of total land area 2011 1/	18	Deposit interest rate (%) 2011 1/	n/a
Agricultural irrigated land as % of total agric. land 2011 1/	n/a		

## COSOP results management framework 2013-2018

Country Strategy Alignment	Key Results			Institutional Policy Objectives	
Poverty Reduction Strategy and Targets	COSOP's Strategic Objectives	Outcomes indicators that IFAD expects to influence	Milestone indicators showing progress towards strategic objectives	Policy dialogue agenda	
<p><b>EDPRS II objectives</b>  <b>Goal:</b> Accelerating progress to middle income status and better quality of life for all Rwandans  <b>Thematic areas:</b></p> <ul style="list-style-type: none"> <li>• Economic transformation</li> <li>• Rural Development</li> <li>• Productivity and youth employment</li> <li>• Accountable governance</li> </ul> <p><b>Main targets</b></p> <p>A. National poverty reduced from 45% to 30% and extreme poverty from 24% to 9%</p> <p>B. Develop 100,000 ha under irrigation (65,000 ha marshland and 35,000 ha hillside)</p> <p>C. Distribution of 400,000 improved cooking stoves</p> <p>D. Maize and beans</p>	<p><b>PSTA III Overall objective</b>            Transform agriculture from a subsistence to a knowledge-based, value creating sector. To grow as rapidly as possible, both in production and commercialization, to increase rural incomes and reduce poverty.</p> <p><b>Main programmes</b></p> <p>A. Agriculture and animal resource intensification</p> <p>B. Research, technology transfer and professionalization of farmers</p> <p>C. Value chain development and private sector investment</p> <p>D. Institutional development and agricultural cross-cutting issues</p>	<p><b>IFAD overall objective</b>            Reduce poverty by empowering poor rural men and women to actively participate in transformation of agriculture sector and rural development and by reducing vulnerability to climate change</p> <p><b>Strategic objectives</b></p> <p><b>SO 1:</b> Agricultural productivity sustainably increased through management of the natural resource base and investments in physical and social capital resulting in improved incomes and livelihoods</p> <p><b>SO 2:</b> Climate resilient export value chains, post-harvesting and agribusiness developed to increase market outlets, add value to agricultural produce and generate employment in rural areas</p> <p><b>SO 3:</b> Nutritional status of poor rural improved and vulnerable groups included in economic transformation processes</p>	<p><b>Overall outcome</b>            Rural poor empowered and actively participating in diverse successful climate resilient economic activities resulting in reduction of poverty</p> <p><b>Specific outcomes</b></p> <p><b>1a</b> Production/ productivity in marshlands and hillsides increased sustainably and equitably</p> <p><b>1b</b> Smallholder farmers organized in effective cooperatives capable of providing relevant services to their members including climate information</p> <p><b>2a</b> Post-harvest losses reduced substantially and increased quota of production is marketed</p> <p><b>2b</b> Value of production per unit area is increased significantly</p> <p><b>3a</b> Less people are vulnerable and nutrition status improved</p> <p><b>3b</b> Rural poor and vulnerable groups represented and contributing in local governance institutions</p>	<p><b>Overall</b>            By 2015, reach 700,000 rural poor and sustainably take 300,000 of those out of poverty, and 400,000 more by 2018 (of which 40% are women and 20 % youth)            By 2018 among beneficiary targeted households (700,000 people):</p> <p><b>SO 1:</b></p> <ul style="list-style-type: none"> <li>- 20% average increase in rural per capita income</li> <li>- 30% average increase in staple food production mainly through improved post-harvesting practices</li> <li>- 20% increase of milk production of which 10% is locally processed</li> <li>- 50% average increase in percentage of farmers organized in associations and/or cooperatives</li> <li>- 20% average increase in diversity of crop production</li> <li>- 20% average increase in water use efficiency in both rain-fed and irrigated production systems</li> <li>- 150,000 poor smallholder household members with increased climate resilience and increased food security</li> </ul> <p><b>SO 2:</b></p> <ul style="list-style-type: none"> <li>- 30% average reduction on post-harvest losses</li> </ul>	<p><b>SO 1:</b></p> <ul style="list-style-type: none"> <li>- Contribute to PSTA III implementation and policy dialogue focusing on: (i) SWAp investment programme; (ii) financing mechanisms adapted to IFAD target groups; and (iii) harmonized capacity building support to cooperatives.</li> </ul> <p><b>SO 2:</b></p> <ul style="list-style-type: none"> <li>- Foster new partnership approaches between farmers cooperatives involved in production and bulking of produce and private sector involved in storage, processing and marketing</li> <li>- Contribute to developing climate-resilient low-carbon post-harvest and processing technologies</li> <li>- Support government in setting up a conducive institutional environment for climate information services and adequate rural financial services</li> </ul> <p><b>SO 3:</b></p> <ul style="list-style-type: none"> <li>- Join REACH partners to participate in policy dialogue on matters</li> </ul>

<p>existing as food reserve move from 15,909 to 100,909 metric tons in 2018.</p>				<ul style="list-style-type: none"> <li>- 20% average increase in rural per capita income derived from targeted value chains</li> <li>- 25,000 non-farm jobs created</li> <li>- Climate-resilient storage infrastructure constructed for 50,000 t of produce</li> <li>- Assisted community groups/hubs and individuals able to use climate information services and climate smart low-carbon post-harvest technologies and structures to facilitate harvesting and drying of commodities</li> </ul> <p><b>SO 3:</b></p> <ul style="list-style-type: none"> <li>- 30% reduction in share of underweight children under five</li> <li>- 20% of abject and very poor move upwards one <i>Ubudehe</i> category</li> </ul>	<p>related to nutrition and spearhead initiatives to maximise synergies among different programmes to tackle the main causes of chronic malnutrition, extreme poverty and exclusion.</p>
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## Previous COSOP results management framework

Country Strategy Alignment		Key Results			Institutional/Policy Objectives
Poverty Reduction Strategy and Targets		COSOP' Strategic Objectives	Outcomes that IFAD expects to influence	Outcome Targets	Policy Dialogue Agenda
<p><b>EDPRS Objectives:</b>  <b>Goal:</b> Improve the quality of life of all the people of Rwanda  <b>Purpose:</b> Enabling environment for economic growth enhanced.</p> <p><b>Key targets:</b>                      A - National poverty reduced from 56.9% in 2006 to 46% in 2012                      B - Per capita income increased from US\$272 in 2006 to US\$336 in 2012                      C - The share of under-weight children under five reduced from 23% (2005) to 14% (2012)</p>	<p><b>PSTA</b>  <b>Overall Objective:</b> Increase and diversify household income while ensuring food supply and security  <b>Specific Objectives</b>                      1. Sustainable production systems developed and agricultural production intensified                      2. A high level of professionalism acquired by producers                      3. Domestic &amp; export market access expanded through competitiveness and diversification                      4. Institutional framework functioning effectively &amp; efficiently</p>	<p><b>IFAD</b>  <b>Overall Objective:</b> Reduce poverty by empowering the rural poor to participate gainfully in the transformation of the agricultural sector  <b>Strategic Objectives:</b>  <b>SO 1.</b> Economic opportunities for the rural poor increased and their incomes raised sustainably (PSTA 1 &amp; 3)  <b>SO 2.</b> Organizations and institutions of the rural poor as well as decentralized organs strengthened (PSTA 2 &amp; 4)  <b>SO 3.</b> Vulnerable groups participate in the social and economic transformation (PSTA 1, 2 &amp; 4)</p>	<p><b>Overall Outcome:</b> The rural poor are realizing economic opportunities into concrete and sustainable activities.  <b>Specific Outcomes:</b>  <b>1a.</b> Production and marketing in the supported watersheds rises sustainably and equitably  <b>1b.</b> Increased access to rural finance for farmers and small entrepreneurs  <b>2.</b> Rural poor and vulnerable groups represented and actively contributing in local governance organs  <b>3.</b> Less people are vulnerable as a result of benefiting from mainstream development activities</p>	<p>By 2012 in project areas of existing and new projects:  <b>Overall:</b>                      Reduce the share of underweight children under five by one third (EDPRS target C)</p> <p><b>SO 1:</b>                      20% increase in rural per capita income                      30% increase in staple food production                      10 000 additional rural clients access financial services                      5 000 additional entrepreneurs trained                      30% increase in the supported SMEs' turnover</p> <p><b>SO 2:</b>                      80% of total rural population effectively represented in CBOs and farmers' organizations</p> <p><b>SO 3:</b>                      50% of the vulnerable households access extension and rural finance services                      20% reduction of landless rural households</p>	<p>Support the SWAp preparation process</p> <p>Assist government in the organization of and legal framework for water user association, inter alia with legal and impact studies</p> <p>Support government in setting a conducive institutional environment for rural finance</p> <p>Involve farmers organizations in country programme management and support their engagement in agri-trade negotiations and national/ regional development initiatives</p>

## **CPE Agreement at Completion Point**

### **A. Background and introduction**

1. The Independent Office of Evaluation of IFAD (IOE) conducted a country programme evaluation (CPE) in Rwanda in 2010/2011. The CPE had two basic objectives: (i) to evaluate the performance and impact of IFAD-supported operations in the country; and (ii) to generate lessons and recommendations to inform the next country strategic opportunities programme (COSOP) for Rwanda.
2. The agreement at completion point (ACP) reflects the agreement between the Government of Rwanda (represented by the Ministry of Agriculture and Animal Resources, MINAGRI) and IFAD Management (represented by the Associate Vice President, Programmes) on the main evaluation findings (see section B below), as well as the commitment to adopt and implement within specific timeframes the recommendations included in part C of this document. The ACP contains inputs gathered at the national roundtable discussion held on 29 September 2011 in Kigali, Rwanda. It is noted that IOE does not sign the ACP, although it facilitated the process leading up to its conclusion. The recommendations agreed upon will be tracked through the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions. In addition, this ACP will be submitted to the Executive Board of IFAD as an annex, along with the new COSOP for Rwanda.

### **B. Main evaluation findings**

3. The CPE found that, during the period under review (2000-2010), the partnership between the Government of Rwanda and IFAD had made a significant contribution to reducing rural poverty, and that the performance of the portfolio has improved since the CPE of 2005. On IFAD's part, contributing factors include a more participatory approach and transition to direct supervision, while, on the part of the Government, they include the introduction of clearly-defined strategies and programmes as well as a strong accountability framework. Rwanda's governance culture is highly results-oriented, thereby ensuring that policies and strategies are implemented.
4. The relevance of the portfolio has been assessed as satisfactory. The main thematic thrusts are highly relevant to the national context and sectoral strategies and to IFAD's COSOPs. Overall, they are technically sound and adopt approaches conducive to achieving their main objectives. Nevertheless, the CPE identified selected design issues. In particular, the support for rural finance, an element of the early part of the period under review, was not designed based on best practices and IFAD's rural finance policies. The design of support for watersheds has not adequately anchored its implementation in local government structures. Finally, the design of support for export crop value chains was broadly valid but did not take sufficient account of the food security risks faced by households with very small landholdings.
5. Overall, the portfolio has been effective. It made satisfactory progress in meeting the projects' immediate objectives, and in some cases exceeding them, particularly for watershed and rural enterprise development. Support to developing the capacity of cooperatives and local governments has been less effective to date, while that for rural finance made no contribution to developing a sustainable rural finance system. The portfolio has been generally efficient: target achievement, time overruns and the share of project management costs in total project costs are generally in the satisfactory zone. Monitoring and evaluation systems are generally superior to those of other projects in the region, and include systems for assessing impact.
6. Impact has been strong in generating income and access to household assets and in improving food security. In the case of cash crop development, however, protection measures have been missing for very small landholders during the cash tree growing. Prospects for sustainability have been found moderately satisfactory. While many of the activities in the watersheds are likely to be sustained, either by the



- beneficiaries alone or with government assistance, there are serious questions as to the sustainability of rural finance and cooperatives. The evaluation expressed concern that the Government's policy to formalize the economy, pushing informal entities to register as cooperatives or companies, will be implemented too rapidly, without allowing for a proper transition. Some of the newly-formed cooperatives do not as yet have the capacity to manage high levels of debt and complex operations (e.g. coffee cooperatives).
7. The portfolio has been moderately innovative. The most important innovations are in the area of improved agricultural practices for yield increases and soil management, which have been the subject of a major testing effort and gradual scaling up. Outside this area, innovativeness and the potential for scaling up have been more limited. Progress has been more modest in upgrading the technology for microenterprises, particularly in relation to the processing of agricultural produce. Progress in gender equality and women's empowerment has been satisfactory, thanks to the participation of women in the activities supported and in the management of cooperatives and associations, which has contributed to raising their status and economic independence.
  8. The performance of non-lending activities is assessed as moderately satisfactory overall, with policy dialogue rated moderately unsatisfactory and knowledge-management and partnership building both rated moderately satisfactory. IFAD has provided technical assistance to the Government to develop its policies and strategies (e.g. the Strategic Plan for the Transformation of Agriculture) but there has been limited institutional-level dialogue between IFAD and the Government on policy directions and strategic objectives. It should be recognized, however, that in the past the Government has seldom invited IFAD to join in such dialogue. Financial partnerships with the Government and other development partners are well established, but there is need for a more active and profiled IFAD participation in sector working groups. Partnerships with the private sector and NGOs have taken the form of contracting out service provision in projects. A new experiment of private-public partnership has recently emerged in the tea sector. Regarding knowledge-management, the situation is positive within and among the projects but IFAD has invested limited resources in capturing and learning from the experiences of other development partners.
  9. Over the period under review, IFAD prepared two strategies (COSOPs) for its cooperation with the Government of Rwanda, in 2002 and 2007. The strategies were very well aligned to Government and IFAD policies and relevant to the national context. However, the CPE noted some inconsistency in the definition of target groups, in particular the various vulnerable groups. Also, while COSOPs have identified areas of policy dialogue and partnership, no action plans (and related resource allocations) have been drawn up. Within policy dialogue in particular, while there is room for improvement, this will require that the Government invites IFAD to contribute its international experience. And while it is the Government's prerogative to define the country's strategic objectives, IFAD's international experiences could, in some areas, contribute to defining strategies and approaches for achieving objectives. With respect to COSOP effectiveness, the CPE finds that there has been progress in achieving the strategic objectives and that IFAD country programme has contributed to this progress.
  10. The partnership between IFAD and the Government of Rwanda has, overall, been satisfactory and has addressed sub-sectors relevant to poverty reduction. Rwanda has now a more solid institutional and policy environment compared to when the 2007 COSOP was formulated. Adapting to this new context implies, inter alia, pitching the objectives of the programme and the type of interventions at a higher level. Attention will need to be reinforced on, and adequate resources allocated to, non-lending activities (policy dialogue, partnership building and knowledge management) to pursue development objectives that were only achieved in part or

not at all (e.g. institutional development of local government, rural finance), as well as to harmonization and strategic programme management. The present CPE argues that portfolio development activities will remain very important and probably absorb the greater part of IFAD's investments. However, recommendations are deliberately presented starting from "higher plane" objectives as these have so far commanded limited resources.

## **C. Agreement at completion point**

### **Recommendation 1**

#### **C.1. Place greater emphasis on institutional support and non-lending activities to promote the scaling up of innovations and harmonized approaches to rural finance and cooperative development.**

11. These recommendations include two sub-areas: (i) providing institutional support to local government for the scaling up of agricultural innovations and pave the way to SWAp preparation; and (ii) programme-based support to participate in harmonized frameworks in rural finance and cooperative development. This calls for a gradual shift from project focus towards more attention on the systematization of lessons learned both from within and outside the IFAD portfolio. It also calls for further dialogue and harmonization with development partners and for sharing knowledge, experiences and values in the policy arena.

#### **C.1.a. Provide institutional support to local governments in the scaling up of agricultural innovations and in paving the way for the forthcoming agricultural SWAp.**

12. Individual projects such as the Support Project for the Strategic Plan for the Transformation of Agriculture (PAPSTA) and the Kirehe Community-based Watershed Management Project (KWAMP) have helped promote emerging agricultural innovations. The long-term challenge to scale up such innovations is of an institutional nature. The challenge is to define an institutional approach that fits into the decentralization process and local government structure. As decentralization proceeds into its third phase (2011-2015) and district and sector administrations/governments further develop their capacity, it may be possible to transfer full responsibility for implementation to local governments.
13. Such transfer would need to be facilitated. IFAD, in collaboration with the central and local governments and other developing partners, should support the development and systematization of approaches and guidance tools that help local governments plan, implement and monitor the various technical interventions. These approaches and tools may create the basis for central government grants to local governments for watershed development, which could be one of the important pillars of the agricultural SWAp. IFAD will explore opportunities for integrating its interventions in the forthcoming SWAp in order to ensure its participation in major strategic and policy dialogue initiatives in the agriculture and rural development sector. IFAD's participation in the SWAp may also include the development of implementation tools and methodologies that ensures ownership by local governments in up-scaling innovations.
14. **Proposed follow-up:** IFAD will explore opportunities for integrating the agricultural existing and new projects it supports in the forthcoming agricultural SWAp by: (i) strengthening the role of district authorities in project planning and implementation through growing partnerships between districts and the single project implementation unit, and through improved watershed management planning ; and (ii) supporting MINAGRI in the development of at least 3 concept notes for modular key intervention areas such as Watershed Management Planning (WMP), soil and water conservation, and community innovation centres (CCIs).

**Deadlines for implementation:**

- No deadline, as this is a continuing process; and
- End-December 2012

**Entities responsible for implementation:**

- MINAGRI, supported by IFAD implementation-support missions; and
- MINAGRI, supported by IFAD.

**C.1.b. Support harmonized thematic programmes in rural/micro finance and cooperative development.**

15. Within as well as outside IFAD-financed portfolio, support is provided for the development of rural/micro finance and cooperatives but approaches and methodologies often differ. The present CPE finds that such support is of an *ad hoc* character and that systemic issues are not addressed in a coherent and harmonized manner. Through a modest financial contribution to harmonized thematic programmes, IFAD could establish its presence in high-level policy dialogue and share its experiences.
16. *In rural finance, explore the option for support to Access to Finance Rwanda (AFR).* IFAD should stay involved in rural finance in Rwanda. Despite problematic experiences in Rwanda, the Fund has relevant lessons to contribute through its regional and global portfolio. AFR, established by the Government and several development partners led by the United Kingdom Department for International Development (DfID), is expected to address systemic issues with a view to increasing access to finance, particularly for the large numbers of people who have no, or only limited, access to financial services. Recently, DfID has supported Government in developing a Rural and Agricultural Finance Strategy and AFR has presented a sustainability strategy for Savings and Credit Cooperatives. Even a modest financial participation from IFAD would be important because it would allow IFAD to contribute to the agenda and work, based on its own experience in implementing the portfolio and, at the same time, benefit from exchanges of information. Being outside these harmonized frameworks would severely limit IFAD's ability to engage in policy dialogue and knowledge management. Obviously, IFAD's contribution to AFR should be based on an assessment of whether this facility provides an effective contribution to rural poverty reduction objectives.
17. Regarding cooperative development, IFAD should contribute to efforts to develop a harmonized support framework. The Rwanda Cooperative Agency reports that it is planning to harmonize the current highly fragmented support for cooperative development; it would be appropriate for IFAD to support this endeavour. If the initiative leads to a harmonized framework with financial support from government and several development partners, IFAD should explore the possibility of making a financial contribution so as to become an active participant, as per the rationale described above.
18. **Proposed follow-up:** IFAD will: (i) work with MINAGRI to implement the Rural and Agricultural Finance Strategy, including possible collaboration with sector-wide initiatives to strengthen rural financial services, such as AFR; (ii) continue the integration of systematic support packages to cooperative development in its Country Programme.
  - **Deadline for implementation:** End-December 2014.
  - **Entity responsible for implementation:** IFAD

## Recommendation 2

### C.2. Move towards more strategic programme management and reliance on national systems, in line with the Paris Declaration.

19. Increased engagement in non-lending activities will call for a review of current transaction costs in individual project follow-up. In line with the Paris Declaration, IFAD/Government project cooperation should rely more on the Government's accountability and implementation systems, recognized as among the best and most efficient in sub-Saharan Africa. IFAD should move away from micro management, leaving this to government systems, while adopting a more strategic management approach.
20. In this new role, IFAD would use more of its country programme management resources for addressing strategic issues both within and above projects. This should also include more strategic use of technical assistance grants, not only for project design but also for developing the capacity of institutions so that national institutions can take over activities once the projects end. This would be a gradual process, adapted to capacity improvements in government systems, where IFAD and the Government would continuously reassess what should and can be done by government institutions, and what are the most conducive cooperation procedures for ensuring accountability and local ownership. The introduction of portfolio-wide annual joint reviews between the Government and IFAD has been a commendable step towards strategic portfolio management. Additional measures are indicated below.

#### C.2.a. Replace PCUs with facilitation support.

21. In the current portfolio, there is a tendency to perceive projects as independent institutions and the PCUs as their managers - while in reality "a project" is no more than a temporary initiative for partner institutions. Recent government policy encourages Ministries to reduce the number of PCUs by establishing a single project implementation unit for all donor-assisted projects. Though the efficiency of this new set-up has yet to be demonstrated, eventually IFAD may have to comply and change its implementation management procedures. Under the new set-up, it is recommended that IFAD-supported projects should include the provision of technical assistance/facilitation support, not as decision-making managers but as advisers and facilitators, to the implementing management units - whether at the central ministry level or within district administrations.
22. **Proposed follow-up:** IFAD will explore opportunities for integrating the agricultural existing and new projects it supports in the forthcoming agricultural SWAp by:
  - (i) supporting MINAGRI and the Ministry of Trade and Industry (MINICOM) in transforming the PCUs to a single unit of the MINAGRI Single Project Implementation Unit;
    - **Deadlines for implementation:** End-December 2011
    - **Entities responsible for implementation:** MINAGRI

#### C.2.b. Articulate more clearly the division of labour between the headquarters, the IFAD regional office in Nairobi and the country office.

23. This implies giving a more substantive role to the latter in partnership-building, policy dialogue and knowledge management. In this context, consideration should also be given to defining the technical backstopping functions of the Nairobi office, which, for example, could include quality assurance of baseline and impact surveys.
24. **Proposed follow-up:** IFAD will raise the implementation-support role of its Rwanda country office, covering both technical and fiduciary issues. Support will be provided by the Regional Office in Nairobi. However, a quality assurance role is not foreseen for the Regional Office.

- **Deadlines for implementation:** No deadline, as this is a continuing process.
- **Entities responsible for implementation:** IFAD

### **C.2.c. Undertake joint supervision missions with the Government and development partners.**

25. One can reduce transaction costs of IFAD, of the concerned Ministries and of development partners by having more joint supervision and implementation-support missions. When feasible, it should be considered to field a single mission covering several projects executed by the same Ministry.
26. **Proposed follow-up:** IFAD has conducted joint missions with the Department for International Development (United Kingdom) for PAPSTA and UNIDO for PPPMER, with good experience. This practice will continue for cofinanced projects. Single missions covering several projects may be experimented with, in particular thematic supervision missions (for example focusing on M&E, knowledge management or financial management of several projects). However, the prospects of providing concrete implementation-support in the context of increasing project size must be kept in view in such undertakings.
27. **Target for implementation:** At least one joint mission per calendar year, and explore scope for thematic supervision missions.

**Entities responsible for implementation:** IFAD

### **Recommendation 3**

### **C.3. Develop strengthened sub-sectoral support activities around three main axes: (a) protection of the natural resource base in the watersheds; and develop pro-poor agricultural value chains based on private-public partnerships in (b) food crops and (c) cash and export crops.**

#### **C.3.a. Sustainable natural resources development in the watersheds and carbon financing.**

28. IFAD's future programme should continue its watershed development initiatives, including the promotion and scaling up of agricultural innovations and soil and watershed protection. It should better assess and document environmental risks as well as opportunities. Both the 2007 COSOP and past project design documents did not include a detailed assessment of environmental risks and trade-offs, and thus no mitigation plans. The next COSOP should include a strategic analysis of environmental and natural resource management issues, in line with the requirements of IFAD's Environment and Natural Resource Management Policy, and explore opportunities for qualifying for carbon financing. Future project designs should include environmental and social impact assessments.
29. **Proposed follow-up:** The recommendation regarding priority sub-sectors will be considered during the design of the next COSOP. In this context, the possible uptake of the three proposed main axes will remain the joint decision of IFAD and the government, supported by the Country Programme Management Team. However, a detailed assessment of environmental risks and trade-offs is not likely to be practical at the COSOP stage, as a risk analysis and the development of mitigation measures will always depend on the clear definition of activities, which is only done after the COSOP stage when proceeding to project design. Such analysis would thus risk remaining superficial and irrelevant.

- **Deadline for implementation:** September 2013
- **Entities responsible for implementation:** IFAD

#### **C.3.b. Support for the development of value chains for food crops and livestock products through private-public partnerships.**

30. While many farm households have increased their production of food crops and livestock products beyond subsistence needs over the last three years, the systems needed to handle these surpluses (e.g. warehouses, processing and marketing) are not available. Major investments (capital and human resources investments) are required to handle the rapidly increasing surpluses. Given Rwanda's small farm sizes, the country's long-term competitive advantage is unlikely to be in low-value staple food crops that can be produced at lower cost in countries with an abundance of land.
31. For this reason, IFAD should consider moving towards higher-value commodities produced in intensive systems with a high labour input, and with potential for creating significant non-farm employment in processing and marketing enterprises. Based on current intensive zero-grazing systems, dairy would be an obvious candidate - but other candidates may include high-value horticultural products.
32. **Proposed follow-up:** The recommendation relates to the choice of both the priority sub-sectors and the support approach. While the former is covered by recommendation 3.a above, the latter (the choice of the value chain approach) is fully agreed for the sub-sectors that require the horizontal integration of the up and downstream industries. Its integration will be looked at during the design of the next COSOP.
- **Deadline for implementation:** September 2013
  - **Entities responsible for implementation:** IFAD

### **C.3.c. Support a pro-poor development of export and cash crops and products through private-public partnerships.**

33. Apart from their foreign exchange contributions, some crops have potential for generating significant on- and off-farm employment. For tea and coffee, there are still a number of unexploited value addition activities. Albeit currently in a difficult start-up phase, sericulture could well create many on- and off-farm jobs in activities that are highly labour-intensive and with products of high value to weight. According to international sericulture experts, Rwanda's climatic and natural resource conditions are well suited to sericulture.
34. Special mitigating measures (e.g. based on support to subsistence crops or food-for-work schemes) need to be considered for very poor households. This is because value-chain development for export and cash crops often fails to involve marginal landholders, and expansion of export/cash crop areas may be at the cost of food crops and food security.
35. In pursuing public-private partnerships, support will be needed to promote transparent agreements and competition in order to address situations whereby a large private investor, owing to limited competition, might exploit producers. Consideration will need to be given to the complexity and scale of operations. For certain levels of scale and complexity, private companies may be in a better position than the newly-established cooperatives. Thus, an approach for private-sector development, including development of public-private partnerships, should be developed to guide such support.
36. **Proposed follow-up:** The recommendation has already been implemented in the design of the Project for Rural Income through Exports (PRICE), which builds on the successful public-private partnership of the Smallholder Cash and Export Crops Development Project (PDCRE) in the tea sub-sector. PRICE also includes innovative public-private partnerships in the sericulture and horticulture value chains.
- **Deadline for implementation:** September 2011.
  - **Entities responsible for implementation:** IFAD, with support from MINAGRI.

Signed by:

Hon. Agnes Matilda Kalibata

Minister of Agriculture and Animal Resources

Government of Rwanda

\_\_\_\_\_ Date:

And

Mr. Kevin Cleaver

Associate Vice President

Programme Management Department

IFAD

\_\_\_\_\_ Date:

## PBAS scores and annual allocation

1. Table 1 presents the most recent PBAS scores and annual allocation, and Table 2 shows how the allocation could vary in response to changing project-at-risk (PAR) and rural sector scores.

**Table 1. PBAS calculation for COSOP year 1**

<i>Indicators</i>		<i>Scores</i>
A(i)	Policy and legal framework for rural organizations	4.00
A(ii)	Dialogue between government and rural organizations	4.50
B(i)	Access to land	4.50
B(ii)	Access to water for agriculture	4.75
B(iii)	Access to agricultural research and extension services	4.33
C(i)	Enabling conditions for rural financial services development	4.25
C(ii)	Investment climate for rural businesses	4.33
C(iii)	Access to agricultural input and produce markets	4.33
D(i)	Access to education in rural areas	5.00
D(ii)	Representation of women	5.00
E(i)	Allocation and management of public resources for rural development	5.00
E(ii)	Accountability, transparency and corruption in rural areas	4.50
Sum of combined scores		54.50
<b>Average of combined scores</b>		<b>4.54</b>
PAR rating 2012		5
IRAI rating 2011		3.82
<b>Annual allocation 2013 (US\$ million)</b>		<b>14.1</b>

**Table 2. Relationship between performance indicators and country score**

<i>Financing scenario</i>	<i>PAR rating (+/- 1)</i>	<i>Rural sector performance score (+/- 0.3)</i>	<i>Percentage change in PBAS country score</i>
Hypothetical low case 1	4	4.5	-5%
Hypothetical low case 2	3	4.72	-16%
Base case	4	4.72	0%
Hypothetical high case 1	4	5	6%
Hypothetical high case 2	5	4.72	17%



## **Ongoing portfolio and pipeline development during COSOP period**

1. The on-going RB-COSOP for Rwanda was approved by IFAD Executive Board in September 2007 and was to cover the period 2008-2012. It articulated IFAD's contribution to Rwanda's newly formulated Economic Development and Poverty Reduction Strategy (EDPRS), the objective of which was to tackle poverty by promoting equitable economic growth, modernizing agricultural production systems and introducing an export orientation. The EDPRS built on the first Strategic Plan for the Transformation of Agriculture (PSTA) and emphasized support to the agricultural sector, mainly through a flagship programme known as Vision 2020. The 2012 Rwanda CPE concluded that synchronization of the 2008-2012 RB-COSOP and national processes to defining strategies and objectives allowed a high degree of alignment at this level.
2. Rwanda is one of the best IFAD performing countries in the East and Southern Africa (ESA) region in terms of achievements of country programme results. At present, IFAD portfolio in the country consists of four ongoing projects:
  - Support project for the Strategic Plan for the Transformation of Agriculture (PAPSTA), total project cost of US\$31.1 million (2006-2013)
  - Rural Small and Micro-enterprise Promotion Project – Phase II (PPPMER II), total cost US\$17.6 million (2004-2013)
  - Kirehe Community-based Watershed Management Project (KWAMP), total project costs US\$ 49.3 million (2009-2016) with supplementary financing of US\$15.4 million (approved by IFAD Executive Board in July 2013 via Lapse of Time)
  - Project for Rural Incomes through Exports (PRICE), total cost of US\$56.1 million (2012-2018)
3. IFAD country programme has contributed significantly to improving incomes and food security in rural areas, particularly through watershed development, increased production in irrigated marshland and hillsides, development of livestock (PAPSTA, KWAMP), export crops (PDCRE and PRICE) and rural enterprise development (PPPMER I-II). PAPSTA and KWAMP have piloted a number of innovations including a rice intensification system (now being scaled-up nationwide), crop-livestock integration and intensification, support for water users associations, development of farmer managed veterinary pharmacies, and introduction of biogas flexi-low cost technology. Regarding off-farm employment, PPPMER I-II have targeted the rural poor, including youth, supported vocational training mainly through the apprenticeship programme, and assisted start-up of micro and small enterprises.
4. Through PAPSTA, IFAD has provided substantial resources and technical assistance to government to develop policies and strategies in particular the Strategic Plan for Agricultural Transformation and supported development of MINAGRI's new institutional structure (RAB and NAEB). It has also built decentralized institutional capacity at district level through the District Land Bureau and Local Committees for Management and Supervision (CLGS).
5. Two projects, PPPMER and PAPSTA, are closing in 2013. A new operation, the Post-harvest and Agribusiness Support Project (PASP) (US\$27 million), is under formulation and is scheduled to be submitted to IFAD Board in December 2013. An Adaptation for Smallholder Agriculture Programme (ASAP) investment (US\$7 million) will be fully-embedded in PASP components to increase the climate resilience of value chains and reduce the impact of climate change on productivity and profitability of smallholders farming systems.

	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>COSOP period</b>				PBAS 1			PBAS 2		
<b>KWAMP</b>									
<b>PRICE</b>									
<b>PASP (+ASAP)</b>									

6. The present RB-COSOP will cover two IFAD's performance-based allocation (PBAS) cycles, 2013-15 and 2016-18. Based on the current PBAS scores and criteria, the IFAD funding available for the combined period will be between US\$90-95 million approximately, including financing from the Adaptation for Smallholder Agriculture Programme (ASAP).
7. The Concept Note (CN) for the new blended IFAD-ASAP operation, the Post-harvest Agribusiness Support Project, was presented and approved by OSC for pipeline entry in June 2013<sup>1</sup>. If approved by the Executive Board, the Post-harvest and Agribusiness Support Project and KWAMP supplementary financing together will absorb the full 2013-15 PBAS allocation.
8. Specific investment for the second 2016-18 PBAS allocation will be identified during the course of the COSOP, but these are likely to include: (i) possible supplementary financing for PRICE; (ii) expansion of integrated watershed management, marshland and hillside irrigation and agricultural intensification in other priority districts; and (iii) micro and small enterprise support.

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<sup>1</sup> Even though an earlier CN had been approved by OSC under the 2018-2012 COSOP, it was presented without ASAP co-financing as the facility had not been established at that time.

## **CONCEPT NOTE: Post-harvest Agribusiness Support Project (PASP) with a blended investment from the Adaptation for Smallholder Agriculture Programme (ASAP)**

### **Context and justification**

1. Agriculture is the backbone of Rwanda's economy and the majority of households in Rwanda are engaged in crop or livestock production activity. The Government's Crop Intensification Program (CIP) and *Girinka* (One Cow, One family) initiative have led to substantial increases in smallholders' production of CIP crops and milk supply, which are now placing pressure on the post-harvest handling and marketing systems.
2. Studies reveal that post-harvest losses for staple crops throughout Rwanda are estimated between 25-40%. These losses are likely to increase given the country's reliance on rain-fed agriculture both for rural livelihoods and exports of, particularly, tea and coffee and its vulnerability to climate change. The agriculture sector will be the hardest hit by adverse climate conditions, as agricultural production, both pre and post-harvest, is very exposed to climate change risks through drought, intense and erratic rainfall, and increasing incidence of high winds and temperature shifts<sup>1</sup>.
3. While Rwanda is located in the East Africa and Central Africa regions where climate models are difficult to simulate, climate modeling scenarios project increases in mean annual temperature of up to 3.25°C by the end of the century. These changes are expected to cause substantial additional losses and damage to agricultural production, particularly in the dairy sector if adequate cooling and storage facilities are not made available. Changes to rainfall are less certain, though most models predict rainfall intensity will increase with changes in traditional harvest periods.
4. A growing population is also an issue of concern in Rwanda. A major environmental protection issue is the imbalance between this growing population and the pressure it is exerting on the natural resource base (land, water, forests, flora, fauna and non-renewable resources) which has been degrading for decades. This degradation includes major deforestation, depletion of bio-diversity, erosion and landslides, pollution of waterways, and the degradation of fragile ecosystems, such as swamps and wetlands.
5. In a bid to strengthen value chains and reduce post-harvest losses resulting from harvesting, drying, processing and inappropriate storage facilities, the Post-Harvest Agribusiness Support Project (PASP) will aim at supporting the technical, marketing, infrastructure and direct capacity-building needs of cooperatives, self-help groups and small medium enterprises (SMEs) seeking to undertake viable and climate-resilient post-harvest investments.
6. PASP will be strengthened through an ASAP investment providing incremental support to reduce the vulnerability of post-harvest market chains to the impacts of climate change and ensure that appropriate mechanisms are established to safe guard food security, including appropriate and timely climate information services.
7. The project builds on the significant achievements made by KWAMP, PAPSTA in increased agricultural productivity through support to the CIP, marshland and hillside irrigation works, watershed protection and agriculture and livestock intensification. Furthermore it is in line with the proposed 2013-18 Country Strategic Opportunities Paper (RB-COSOP) for Rwanda that has the following pillars: (i) Agricultural productivity sustainably increased through investments in physical and social capital resulting in improved incomes and livelihoods; (ii) Climate resilient export value

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<sup>1</sup> A study by Stockholm Environment Institute (2009) found that existing climate variability has significant economic costs in Rwanda, at least 1% of GDP per year if not addressed. Major floods that occurred in 1997, 2006, 2007, 2008, and 2009 resulted in infrastructure damage, fatalities and injuries, landslides, loss and damage to agricultural crops, soil erosion and environmental degradation.

chains, post-harvesting and agribusiness developed to increase market outlets, add value to agricultural produce and generate employment in rural areas; and (iii) Nutritional status of the rural poor improved and vulnerable groups included in economic transformation process. The proposed new project incorporates activities that will strongly support pillars (ii) and (iii) of the new RB-COSOP.

### **Geographic area and target groups**

8. While most of the PASP-ASAP focused value chains (maize, beans, cassava, Irish potatoes and dairy) are found nationwide, the project will initially support geographical areas determined using three main criteria: (i) food-basket areas/land area dedicated to individual crops, determined on the basis of 2011-2012 data provided by the MINAGRI CIP; (ii) poverty, assessed by cross referencing EICV data and *Ubudehe* data; and (iii) potential for value chain development and growth based on current and prospective processing facilities<sup>2</sup>. As PASP delivery capacities are developed, MINAGRI intends to expand successful operations to other major market driven crops or livestock activities and geographical areas..
9. The projected number of direct beneficiaries is estimated at about 155,000 people in rural households, particularly targeting households in the *Ubudehe* categories 2, 3 and 4 (very poor, poor and resourceful poor)<sup>3</sup>. This primary target group for PASP are poor smallholder farmers either engaged in production and primary processing in the priority value chains, including poor farmers with some production potential and members of cooperatives who own small land plots and smallholders who supplement their income through agricultural wage work.

### **Key Project objectives**

10. Consistent with the GoR development objectives, the overall project goal is to alleviate poverty, increase rural income, reduce food insecurity and malnutrition, and contribute to the overall economic development of Rwanda.
11. PASP development objective is to increase smallholder and rural worker incomes (including women, youth and vulnerable groups) from climate resilient CIP crop and dairy businesses. The proposed ASAP investment will be blended within PASP through focused support to reduce the vulnerability of post-harvest market chains to the impacts of climate change and ensure appropriate mechanisms are established to safeguard food security. This could be described as increasing the climate resilience of value chains and reducing the impact of climate change on productivity and profitability of the smallholders farming system through the promotion of adaptation policies, techniques and technologies – (through helping build a low-carbon and climate resilient postharvest agribusiness sector).

### **Ownership, harmonization and alignment**

12. The project matches the national development objectives of reducing poverty and achieving economic growth found in the Vision 2020, EDPRS II and PSTA III, which now incorporate climate priorities that were identified in the National Strategy on Climate Change and Low-Carbon Development (NCCLCD). In particular, PASP-ASAP will support the implementation of Programme 2 of the NCCLCD: Agricultural Diversity in Local and Export Markets. The project is also consistent with the National Post-harvest Staple Crop Strategy (PHSCS). PASP builds on ongoing IFAD investments concerning: (i) strengthening of support services in the food crops and

<sup>2</sup> The three food-basket areas selected are: North West food-basket including the Districts of Musanze, Nyabihu and Rubavu; Southern Province food-basket including Muhanga, Kamonyi and Ruhango; and Eastern Province food-basket with Gatsibo, Kayanza, Ngoma and Nyagatare.

<sup>3</sup> *Ubudehe* is a classification of poverty based on participatory self-assessment.

agricultural value chains and (ii) institutional support and non-lending activities for harmonized approaches to rural finance and cooperative development. In addition, ASAP financing will allow climate risk management to be mainstreamed into implementation of these areas, providing examples that can be adopted for ongoing GoR and other development partners activities in these technical sectors.

## Components and activities

13. PASP will have two technical components supported by a project management component. The focus of implementation will be the first significant point where primary produce is aggregated – a product aggregation point or business hub (HUB) located at sector level. A HUB includes the physical place where primary products are aggregated and where value addition could take place, together with the necessary managerial and technical skills, facilities, technology and equipment (e.g., for quality control, sorting, packaging, storing, value adding, etc.) to serve smallholders harvest and post-harvest services' needs, either directly or by brokering or facilitating access to other relevant institutions and/or private sector providers.
14. **Component 1: Strengthening business and climate risk management capacity and market linkages** will focus on assessing and building the capacity of the HUBs and their immediate business partners and business service providers including MFIs/SACCOs and agro-dealers and traders, so that HUBs have the skills, services and confidence to more effectively and efficiently deliver larger volumes of improved produce to the market chain, manage climate risks more effectively and provide value adding services to their owners and suppliers.
15. Sub-component 1.1: *HUB business management capacity assessment and development* will assist HUBs in each selected value chain identify and address their financial and climate-risk management skills gaps and produce business plans to develop their services more profitably with stronger linkages to supplying farmers. Sub-component 1.2: *HUB business development planning and implementation* will build on the initial sensitization and need assessments carried out in sub-component 1.1 and, depending on the identified needs, provide more focused technical trainings linked to implementation of the business plans, such as: business planning, costing, negotiation, market analysis and/or marketing. Sub-component 1.3: *Strengthening agribusiness support services to HUBs* will ensure that agribusiness support services targeting HUBs acquire the technical and business skills necessary to provide sustainable, climate resilient and low-carbon business services to HUBs, their members and suppliers. Sub-component 1.4: *Implementation partner capacity building* will build the capacity of PASP implementation partners for their mandated roles, particularly the technical departments of the PHHTF and the three RAB departments (Agriculture Extension, DAE; Animal Resources Extension and Agricultural Infrastructure, DARE; and Mechanization, DAIM) and increase their interactions with the Rwandan Meteorological Services, to deliver the specialized facilitation and technical services for successful implementation of PASP.
16. **Component 2: Investment and climate risk management support to HUB agri-businesses** will provide investment support to the HUBs to upgrade their existing post-harvest facilities, quality management and handling processes and invest in value addition and market development activities. An integral part of the business plans for investment in equipment and facilities will be specialized technical assistance for product and market development, specialized business management skills, and continuous support (mentoring) during the implementation process. The technical and commercial viability of new technologies and equipment will be demonstrated in a commercial context.
17. An important aspect of the investment component will be to sensitize and assist the lending organizations which will provide most of the financial capital to the increasingly important issue of climate risk management, which is to be integrated

with the financing package for HUB business plans. Assessment of business plans will take account of the longer investment time horizon and payback period during which a number of climate change risks are materializing. ASAP grants will enable the financing of concrete climate change adaptation activities which are not normally included in a loan assessment process. Such activities may include the targeted use of climate information services for agricultural processing and storage management, measures to increase availability of freshwater and efficiency of water use (such as rainwater harvesting), or the application of improved building codes for infrastructure.

18. ASAP grant funding will enable consideration and inclusion of climate smart technologies and processes in the investment package of HUB business plans. For example, the use of a combination of solar power and biogas, linked to a simple milk pre-cooling system, can allow rapid cooling of milk early in the supply chain to increase its storage life and provide greater flexibility for delivery of milk at night, thereby buffering the effects of growing temperatures and increasing farmer returns.
19. Other adaptation interventions which can be integrated into HUB business plans include access to less climate-sensitive inputs, improved low-carbon technologies to reduce dependency on climate-sensitive energy sources and exploit new opportunities in warmer temperatures (biogas, solar cooling, solar drying), improvements to pre/post-harvest management techniques to increase storage life and reduce losses from humidity and pest infestations, on-farm equipment to reduce post-harvest losses and improve storage life (e.g. sealed bag storage, metal silos, improved processing equipment), and relevant technical advice on the handling of grains, tubers and dairy products. The adaptation benefits of integrated crop-livestock systems, which include the diversification of income sources for smallholder farmers alongside benefits such as the use of chopped whole cassava silage and by-products from grain and tuber cleaning as high value stock-feed, will be analyzed and promoted among farmers.

### **Cost and financing**

20. PASP will be financed by IFAD, the GoR (including Central and District levels), leveraged commercial borrowing from the financial sector, as well as by contributions from value chain actors/beneficiaries. IFAD financing will be in the form of 50% DSF grant and 50% highly concessional loan, equivalent to US\$27 million and an ASAP grant of US\$7 million. The GoR will contribute US\$12.35 million in the form of foregone taxes and duties, and approximately US\$10.17 million would be provided by project beneficiaries/value chain actors in the form of cash, labor and in-kind inputs to the construction and operating costs of the infrastructure for markets and supply chains. It is expected that PASP and ASAP contributions under components 1 and 2 will leverage commercial loans to project beneficiaries from the financial sector amounting to US\$26.33 to support climate resilient post-harvest handling, processing and marketing investments. Total project investment costs are estimated to be US\$85.85 million to be spent over a 7-8 year implementation period.

### **Organisation and management**

21. PASP will be integrated within the existing Single project Implementation Unit (SPIU) that coordinates and manages the two ongoing IFAD-supported projects in the Ministry of Agriculture and Animal Resources, namely the Kirehe Community-Based Watershed Management Project (KWAMP) and the Project for Rural Income through Exports (PRICE). It will be responsible for project coordination and financial management, procurement, monitoring and evaluation, knowledge management and communication. A team of specialists will be established in the SPIU to provide the technical guidance and expertise needed for the effective project implementation. This includes specialists in rural finance, gender, value chain development and one specialist in climate and environment that will complement existing staff capacities for

implementing ASAP activities. The post-harvest and handling expertise will be provided by the PHHTF and RAB Department of Agricultural Infrastructure and Mechanization (DAIM). National and international NGOs will also assist in implementing project activities. These technical, financial and training service providers will be contracted by the SPIU using competitive government procurement procedures and based on renewable performance-based contracts.

### **Monitoring and evaluation indicators**

22. PASP will design a participatory project learning system (PLS) integrating planning, M&E and knowledge management (KM). Main indicators will be gender-disaggregated and will include: (i) average income increase for direct beneficiaries; (ii) number of participating HUBs implementing a business development plan that increases HUB profit; (iii) percentage of HUBs demonstrating improved climate risk management skills (e.g. climate resilient post-harvest handling, storage, diversified energy systems); (iv) percentage of HUBs demonstrating improved business skills (e.g. business planning, production planning, cost calculation, provision for maintenance, strategic use of climate information ); (v) number of people trained in post-production, processing and marketing; (vi) number of HUBs / SMEs accessing financial services from local SACCOs / MFIs supported by the project; (vii) number of new or improved policies and institutional processes within MINAGRI, REMA, Rwandan Meteorological Services and other relevant agencies to promote low-carbon, climate resilient agribusiness; (viii) number of functioning market, storage, processing facilities (infrastructure management capacity); and (ix) number of HUBs introducing and using alternative energy sources and/or energy-reducing technologies that reduce energy used per unit of output.

### **Risks**

23. The blended PASP-ASAP project will face the following main risks: (i) the natural resistance felt by some institutions and stakeholders to work across sectors on post-harvest and climate issues; (ii) weak management capacities of cooperatives; (iii) environmental risks; and (iv) price volatility and high transport costs compared to competing regional production.

## Key file 1: Rural poverty and agricultural/rural sector issues

Priority areas	Affected group	Major issues	Actions needed
High levels of poverty in general and chronic malnutrition (stunting) in children under five and pregnant mothers	Landless households or household with very small landholding (<0.2 ha) without alternative employment possibilities;  Often women-headed households	The affected households do not have enough land to feed their families and productivity is low;  Generally situated in more remote areas with reduced access to social services, credit and opportunities for non-farm employment resulting in very low income levels;  Low level of education and often confronted with difficulty to participate in farmers association or cooperatives remaining isolated;  Low level of knowledge regarding nutritious diet and inaccessibility to nutritious food;	Adopt strategies to maximize equitable distribution of lands benefiting from major investments in irrigation;  Promote access to livestock on cut-and-carry systems and/or small ruminants and poultry;  Promote the establishment of kitchen gardens with water collection systems;  Provide nutrition education;  Assist in vocational training and generation of off-farm employment possibilities;  Support adult literacy programmes;  Coordinate with other UN agencies involved in assisting in the implementation of District Plans to end malnutrition, to mainstream specific activities within areas supported by IFAD;
Productivity of crop and livestock production	Majority of producers	Production on marginal lands due to population pressure on arable land;  Limited utilization of improved technology, improved seeds, inorganic fertilizer and pest management;  Non-sustainability of the fertilizer subsidy and inefficiency in its use;  Limited access to irrigation;  Low productivity of traditional endogeneous livestock races and inappropriate feeding and management practices;  Limited access to relevant advisory services	Continue supporting the CIP programme taking care not to reduce the diversity of the production system thus minimizing risk;  Adopt integrated soil fertility management practices to improve efficiency of fertilizer and reduce costs;  Expand the coverage of the Farmer Field school approach for empowering farmers and improving their technical capacity;  Continue supporting the "one cow per poor family" programme and up-scale the crop-livestock integration activities;



		and credit; Limited budget of MINAGRI	
Access to credit	Majority of producers	Small involvement in the agriculture sector of financial institution; inadequate skills for risk assessment ; lack of products to serve rural smallholders; insufficient trust among the actors across the value chain; inadequate rural banking infrastructure.	Policy dialogue and support to new strategy implementation.  Alignment with national entities such as Business Development Fund.  Develop innovative financial products tailored for agriculture  Capacity building of MFIs and SACCOs
Post-harvest and agro-processing	Majority of producers, in particular the resource poor with marketable surpluses	In some areas, results of irrigation development and CIP have produced significant surplus production which encounters problems of market outlet;  Post-harvest losses are significant, estimated between 20 and 40%;  Insufficient organization of farmers associations and cooperatives for bulking of inputs and produce and low negotiation power;  Producers lack knowledge of post-harvest handling levels to obtain a quality product and premium prices;  Lack of infrastructure for drying and storage as well as processing;  High transport costs	Support extension system to provide training to farmers on post-harvest handling and processing;  Assist in investing in necessary drying and storage infrastructure;  Support cooperatives to establish contractual relations with the private sector with the necessary knowledge of rights and duties of each party;  Support private sector to better undertake their specific role in the value chain;  Action Research on potential high value crops and products to be developed;
Farmers organizations/cooperatives	Majority of producers	Cooperative movement is growing rapidly, but still a minority of farmers are organized;  Need of capacity development, in particular regarding management and business skills;  Many partners provide assistance to cooperative movement, but need to harmonize methods and approaches;	Support capacity development of cooperatives to (i) provide training to their members on production and post-harvest handling and quality control of product; (ii) acquire business skills necessary to be able to develop a business model and serve as a bulking center for their members;  Strengthen WUAs;

		<p>Low capacity specifically of the water users associations (WUAs) and their insufficient independence from the cooperatives;</p> <p>Rwanda cooperative agency (RCA) needs to be supported to coordinate and harmonize approaches</p>	<p>Assist RCA in its regulatory and capacity development role</p>
Off-farm employment and youth	Micro and small enterprises	<p>High number new of youth entering the workforce annually</p> <p>Low capacity and lack of collateral.</p> <p>Low linkages with financial sectors</p>	<p>Development and reinforcement of national vocational training.</p> <p>Linkages with rural finance and development of tailored products for youth without collateral for credit.</p>
Decentralization	Entire population and District governance systems	<p>Insufficient resources at District level to offer required services</p> <p>Limited capacities at District level and lack of trained personnel, in particular in planning and monitoring and evaluation;</p> <p>Insufficient participation of civil society in decision making processes at local level;</p> <p>Duplication of functions between RAB and district technical extension services;</p> <p>Insufficient coordination between partners intervening in same district</p>	<p>Strengthen capacities at district level in order to maximize synergies between different partners and improve the level of services delivered;</p> <p>Increase the capacity of local organizations to participate in the decision making processes;</p>

## Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT]) analysis

Organisation	Strengths	Weaknesses	Opportunities/Threats	Notes
MINAGRI	Clear vision high ownership and implementation capacity. SWAp implementation efficient ASWG and satisfactory PFM assessment; Establishment of SPIU for IFAD/WB/AfDB supported operations; creation of NAEB and RAB to harmonize the support to production, export and research. Establishment of task forces to drive implementation of government/sector priority: irrigation/mechanization and post-harvest task.	Low budget for agriculture; Need to strengthen capacities in specific areas such as M&E data consolidation	Great emphasis on sustainable and equitable agriculture development in the new EDPRS and PSTA III.  Emphasis on private sector involvement in agriculture to drive sector growth  High donor aid dependency	
MINECOFIN	Coordination of aid through the External Finance Unit; Existence of a long-term investment plan (LTIP); establishment of SPIU; Qualified staff assistance and access to technical assistance.	THIS SECTION NEEDS TO BE UPDATED	Good financial performance management attracting external investments; Good management of the Rwanda revenue (Rwanda Revenue Authority) allows to contribute significantly to the state budget.  Strong commitment to provide counterpart funding to external funded projects.  High dependency on external aid to plan public investments	
MINALOC	MINALOC plays a key coordination role between government institutions at central and decentralized level (districts, sectors); Existence of district development plans	Weak coordination capacity with decentralized entities; High mobility of staff involved in the process of decentralization;  Low budget allocated to	Acquired capacity on decentralisation will give to the Ministry a leading role with donors on decentralised project implementation.  Devolution of authorities, responsibilities and implementation to district level.	

	and strong institutional capacity; establishment of the local development support fund. Establishment of the Rwanda governance Board.	MINALOC; Weak capacity to collect, analyze, process and disseminate statistics.		
MINICOM	Clear policies and strategies for all sectors: Commerce, Industry and Tourism, Cooperatives; Establishment of RCA and Rwanda Development Board.	Low departmental budget; weak capacity to collect, analysis, processing and dissemination statistics;;	Great emphasis in EDPRS2 on SMEs development and integration in regional markets.  A new restructuration is ongoing but it is currently awaiting official confirmation from the Prime Minister's Office to be implemented.  Privatization of BDS  Implementation of PROBA nationwide	
LOCAL GOVERNMENT	High level of delegations of authority particularly in agriculture, land allocation and trade; participatory structure at several levels (cell, sector and CDC district); Establishing the Rwanda local development Fund; Performance contracts signed between districts and the President of the Republic; Direct transfer of a proportion of state budget to districts; joint action development forum to facilitate participation, decision making and joint planning.	Limited financial resource base; need of qualified personnel at district level and limited capacity, especially in the areas of planning and monitoring - evaluation;	The on-going third phase of The National Decentralization Policy (2011-2015) intends to enable communities and decentralized structures to take full responsibility for implementing national policies and strategies.  Preferred counterpart for local project implementation.	
Farmers' organisations	Farmers' associations and cooperatives have increasingly provided technical assistance to	Capacity in governance and financial management is still low.	Great emphasis and support on coops by government authorities. Growing credibility as partners for private sector.	

	members, extending credit, facilitating access to inputs and organizing collective marketing. Associations of off-farm producers are emerging, and farmers' organizations, organized in commodity chains, are becoming increasingly vocal and representative.	Percentage of farmers represented by cooperatives is still low.  Reduced representativeness at APEX level		
Private sector	Emerging agribusiness sector funded by private national capital; Significant progress in the privatization of state enterprises; constant growth of exports; improvement in the ease of doing business indicator (rank 52)	Limited access to rural infrastructure including electricity (high costs), services, and transport networks. Low capacity of small and micro rural entrepreneurs; limited access to efficient technologies;	Great development potential of agriculture in particular in high value crops and value addition should generate more demand for off farm services.  Emphasis on high value crops, export, and value addition on PSTAIII  Profitability still low due to low productivity in some commodities..	
Financial Institutions	High number of MFIs and SACCOs as well as commercial banks in the country. Strict supervision from the Central Bank; new entities such as the BDF to harmonise government intervention	Limited involvement in the agriculture sector; inadequate skills for risk assessment; limited of products to serve farmers in agriculture production; insufficient trust among the actors across the value chain; inadequate rural banking infrastructure.	New strategies and policies approved for the sector: rural and agriculture sector strategy and the Rwanda national microfinance policy implementation strategy. In addition some studies on leasing, agriculture insurance and warehouse receipt system have been led by AFR and development partners. Economic growth generates savings and demand for financial products.  Donors support to the sector.  Threats: high interest rate.	
NGOs	High level of competencies in the rural sector from primary production to rural finance	Dependency from donors resources.	Establishment of partnership among NGOs.  Service provider in capacity building  Unharmonized approach	

### Key file 3: Complementary donor initiative/partnership potential

Donor/Agency	Nature of project/programme	Project/Programme coverage	Status	Complementarity/Synergy potential
World Bank	<b>Rural Sector Support Project:</b> Rehabilitation of marshland, Hillside irrigation, integrated management of critical ecosystems, support to public extension services, post-harvest infrastructure development.	Country-wide (RSSP)	Ongoing	Knowledge sharing with agricultural development projects, and particularly with KWAMP regarding irrigation works, rice cultivation, farmer field schools (FFS), rice drying infrastructure.
	<b>Land Husbandry, Water Harvesting and Hillside Irrigation:</b> Irrigation, extension services, marketing, rural finance, land husbandry.	Karongi, Nyanza and Gatsibo Districts.	Ongoing	Knowledge sharing with KWAMP in hillside irrigation, land husbandry techniques and extension services.
AfDB	<b>Bugesera Natural Region Rural Infrastructure Support Project:</b> Irrigation, feeder roads, storage and processing facilities.	Bugesera District	Ongoing	Experience sharing with KWAMP regarding marshland rehabilitation & feeder roads development.
	<b>Bugesera Agricultural Development Support Project:</b> Irrigation, water and soil protection, extension services, marketing infrastructure.	Bugesera District	Ongoing	Knowledge sharing with KWAMP (irrigation, rice intensification)
	<b>Livestock Infrastructure Support Project:</b> water supply for livestock, construction of milk collection centers, feeder roads, slaughtering and marketing facilities.	Country-wide	Ongoing	Knowledge sharing in water supply for livestock and construction/management of milk collection centers (KWAMP).

Donor/Agency	Nature of project/programme	Project/Programme coverage	Status	Complementarity/Synergy potential
DFID	Support to agricultural transformation: technical assistance (studies, PSTA's investment plan) and sector budget support.	Country-wide	Ongoing	Synergies with projects which provide institutional support to MINAGRI.
FAO	Programme for the development of rice production.	Country-wide	Ongoing	Complementarities with KWAMP regarding sustainable land management, FFS/rice and value chain development.
	Development of legal framework	Country-wide	In pipeline	Complementarities with all IFAD-funded projects.
	Food security programme/value chain development.	Burera, Gisagara, Musanze Districts	Ongoing	Complementarities with KWAMP (value chain development)
	Trans-boundary Agro-ecosystems Management Programme.	Nyagatare, Kayonza, Kirehe, Bugesera, Kamonyi and Rulindo Districts.	Ongoing	Complementarities with KWAMP (land management)
	School gardens programme	Nyaruguru, Nyamagabe & Gatsibo Districts.	Ongoing	Complementarities with KWAMP (kitchen gardens)
WFP	Technical assistance (market linkages) & P4P	Kirehe, Nyanza, Ngororero, Gakenke, Bugesera and Nyamaagbe Districts.	Ongoing	Complementarities with KWAMP (P4P).
European Union	Decentralised programme for poverty reduction (10 <sup>th</sup> EDF) and sector budget support: modernise rural sector by improving economic and institutional environment, increasing income, diversifying activities, developing	Country-wide	Ongoing	Synergies with PRICE (rural infrastructure, increasing income)

<b>Donor/Agency</b>	<b>Nature of project/programme</b>	<b>Project/Programme coverage</b>	<b>Status</b>	<b>Complementarity/Synergy potential</b>
	infrastructure.			
Netherlands	Nutrition and commodity chain organisation (potatoes processing).	North and Western Provinces	Ongoing	Synergies with PASP (post-harvest regarding potatoes commodity)
USAID	Post-harvest, capacity building and feeder road programmes.	Country-wide	Ongoing	PASP will build on PHHSP's experience. Complementarities with KWAMP (feeder roads)
JICA	Horticulture development	Bugesera and Ngoma Districts	Ongoing	Complementarities with PRICE.
	Technical Support for formulation and the implementation process of National Rice Development Strategy	Country-wide	Ongoing	Complementarities with KWAMP (rice development)
	Project for increasing crop production with quality extension services.	Eastern Province	Ongoing	Complementarities with KWAMP (extension services)
KOICA	Sericulture development programme	Country-wide	Ongoing	Complementarities with PRICE.



## Key file 4: Target group identification, priority issues and potential response

Typology	Poverty Level and Causes	Coping Actions	Priority Needs	Programme Response
<b>The abject poor</b> <b>Umutindi nyakajya</b>	<i>Poverty level</i> <ul style="list-style-type: none"> <li>• Need to beg to survive</li> <li>• Have no land or livestock</li> <li>• Lack shelter, adequate clothing and food</li> <li>• Fall sick often and children are malnourished</li> </ul> <i>Poverty causes</i> <ul style="list-style-type: none"> <li>• Lack assets and access to factors of production</li> <li>• Illiteracy</li> <li>• Poor nutrition/health, HIV/AIDS</li> </ul>	<ul style="list-style-type: none"> <li>• Recourse to community solidarity</li> <li>• Reduction of meals</li> <li>• Do not recourse to medical care and do not send children to school</li> </ul>	<ul style="list-style-type: none"> <li>• Food and nutrition security, housing, access to health services</li> <li>• Beginning of asset creation</li> <li>• Linkages with safety nets</li> <li>• Local employment possibilities</li> </ul>	<ul style="list-style-type: none"> <li>• Promote inclusion in existing organization of poorer group</li> <li>• Promote access to land</li> <li>• Develop income-generating activities</li> <li>• Facilitate linkages with literacy programmes</li> <li>• Facilitate linkages with nutrition programmes</li> <li>• Gender specific strategies</li> </ul>
<b>The very poor</b> <b>Umutindi</b>	<i>Poverty level</i> <ul style="list-style-type: none"> <li>• Have either no land or very small landholdings and no livestock</li> <li>• Lack adequate shelter, adequate clothing and sufficient food</li> <li>• Fall sick often and children are malnourished</li> </ul> <i>Poverty causes</i> <ul style="list-style-type: none"> <li>• Lack assets and access to factors of production</li> <li>• Illiteracy</li> <li>• Poor nutrition/ health, HIV/AIDS</li> </ul>	<ul style="list-style-type: none"> <li>• Minimise risk through diversification of productive activities</li> <li>• Sell labour for food, other goods or cash</li> <li>• Reduction of meals</li> <li>• Do not recourse medical care and children do not go to school regularly</li> </ul>	<ul style="list-style-type: none"> <li>• Food and nutrition security</li> <li>• Risk reduction strategies</li> <li>• Savings generation</li> <li>• Access to off-farm or non-farm employment possibilities for members of the household</li> <li>• Beginning of asset creation</li> <li>• Organisational development</li> </ul>	<ul style="list-style-type: none"> <li>• Organisational development, including solidarity group and savings and loans associations</li> <li>• Promote access to land</li> <li>• Demand-driven support services</li> <li>• Promotion of marketable productions and development of market linkages</li> <li>• Develop micro-enterprises and rural employment</li> <li>• Facilitate linkages with literacy programmes</li> <li>• Gender specific strategies</li> </ul>
<b>The poor</b> <b>Umukene</b>	<i>Poverty level</i> <ul style="list-style-type: none"> <li>• have some land and housing.</li> <li>• live from their own labour produce and have enough to eat although balance may be unbalanced.</li> </ul>	<ul style="list-style-type: none"> <li>• Minimise risk through diversification of productive activities</li> <li>• Have little access to medical care and children do not go to school regularly</li> </ul>	<ul style="list-style-type: none"> <li>• Increase productivity and diversification of production</li> <li>• Access to irrigation</li> <li>• Food and nutrition security</li> <li>• Linkages and access</li> </ul>	<ul style="list-style-type: none"> <li>• Demand-driven support services</li> <li>• On-farm investments (irrigation, soil and water conservation etc)</li> <li>• Promotion of marketable productions</li> </ul>

	<ul style="list-style-type: none"> <li>• They do not have significant surplus to sell,</li> <li>• their children do not always go to school and</li> <li>• often have no access to healthcare.</li> </ul> <p><i>Poverty causes</i></p> <ul style="list-style-type: none"> <li>• Lack of marketable surplus</li> <li>• Limited access to factors of production</li> <li>• Lack of organisation &amp; negotiating power</li> <li>• Periodic poor health, HIV/AIDS</li> </ul>	<ul style="list-style-type: none"> <li>• Alternative employment</li> <li>• Join farmer or traditional associations</li> </ul>	<p>to institutions,</p> <ul style="list-style-type: none"> <li>• markets, financial institutions</li> <li>• Access to off-farm or non-farm employment possibilities for members of the household</li> <li>• Organisational development</li> </ul>	<p>and development of market linkages</p> <ul style="list-style-type: none"> <li>• Promotion of professional organizations</li> <li>• Credit and development of flexible financial products</li> <li>• Mechanisms for price regulation</li> <li>• Develop micro-enterprises and rural employment</li> <li>• Gender strategies and gender awareness</li> </ul>
<p><b>The resourceful poor</b></p> <p><b><i>Umukene wifashije</i></b></p>	<p><i>Poverty level</i></p> <ul style="list-style-type: none"> <li>• have some land and housing.</li> <li>• live from their own labour</li> <li>• have some small livestock</li> <li>• produce and have enough to eat although balance may be unbalanced.</li> <li>• They do not have significant surplus to sell,</li> <li>• their children go to school primary school</li> <li>• often have no access to healthcare.</li> </ul> <p><i>Poverty causes</i></p> <ul style="list-style-type: none"> <li>• Lack of marketable surplus</li> <li>• Limited access to factors of production</li> <li>• Lack of organisation &amp; negotiating power</li> <li>• Periodic poor health, HIV/AIDS</li> </ul>	<ul style="list-style-type: none"> <li>• Minimise risk through diversification of productive activities</li> <li>• Have little access to medical</li> <li>• Join farmer or traditional associations</li> </ul>	<ul style="list-style-type: none"> <li>• Increase productivity through intensification</li> <li>• Access to irrigation</li> <li>• Linkages and access to institutions, markets, financial institutions</li> <li>• Organisational development</li> </ul>	<ul style="list-style-type: none"> <li>• Demand-driven support services</li> <li>• Promotion of marketable productions and development of market linkages</li> <li>• Organise commodity chains</li> <li>• Promotion of professional organisations</li> <li>• Credit and development of flexible financial products</li> <li>• Mechanisms for price regulation</li> <li>• Develop micro-enterprises and rural employment</li> <li>• Gender strategies and gender awareness</li> </ul>